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COMMUNITY PLANNING REVIEW
REVUE CANADIENNE D'URBANISME

VOLUME XII NUMBER 2

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Cover: The Challenging Prairie, Dalton, Cheyenne County, Nebraska. By Patrick Horsbrugh, Professor of Architecture, University of Nebraska.

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Published by the Community Planning Association of Canada. Opinions expressed herein are not necessarily those of the Association. Permission to reproduce material from the magazine may be obtained by writing to the Editor. Authorized as second class mail by the Post Office Department, Ottawa. Printed at the Runge Press Ltd.—Ottawa. Listed in the Canadian Index to Periodicals and Documentary Films. Individual membership in CPAC, including annual subscription: $5.00; subscription only: $3.00; single copies: 75c.

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PEOPLE, PLANNING, POLITICS, PUBLICITY AND THE PRESS

Noel Dant
Director of Town and Rural Planning
Province of Alberta

Without counsel, purposes are disappointed, but in the multitude of counsellors, they are established.
THE PROVERBS OF SOLOMON, *Chapter 15, v. 22*

This gem from the Bible has been liberally and, I believe, fairly interpreted by Max Lock to mean: "Where no one is consulted, plans are foiled; where many are consulted, they succeed."

The somewhat facile and worn cliche that "planning is the people—the people are planning" can be taken as a truism. And, because people can often be funny, intentionally or unintentionally, as well as serious beings, planning, like people, also has its funny aspects.

Throughout this article, I hope to blend this humorous side of planning freely with some more serious comments and, in so doing, ask you to bear with me if I quote now and then from my several volumes of scrap books of actual incidents which have occurred during my 23 years as a practicing planner. It will be understandable, I hope, if most names and places are kept anonymous when mentioned in quotations.

In 1948, in Alberta, just prior to the introduction of the modern planning movement which we have today, a local newspaper published an article which quoted a city official as saying:

> "There is a good deal of conflict between the public at large, members of City Council and city officials, in respect of the stated policy and function of the Town Planning Commission."

This was followed by an editorial in the same newspaper:

> ". . . all this independent evidence seems to prove beyond doubt that Town Planning and Town Planners have been flouted and ignored by the city officials until Town Planning no longer exists in this community—the city is being chewed to pieces by people who know nothing of Town Planning. Town Planning, as an essential principle of orderly civic growth has never acquired high prestige here, not because those interested in it have been incapable, but because successive City Councils have tended to regard it as a plaything for cultural highbrows. The Town Planning Commission has never been given adequate authority. Its findings have sometimes been treated with contempt. This is one of the reasons why the City finds itself in a condition of bursting out of its seams. It is one of the reasons why this city has outgrown almost all of its facilities in the tremendous population increase of the past few years. This lack of appreciation of scientific town planning has put City Commissioners in the position of being a Town Planning Commission themselves and unless they are supermen, which they are not (*sic*) it is impossible for them to plot out the direction of efficient development without a close professional knowledge of town planning, which is a highly specialized science in itself."

A similar editorial the same day, in the companion newspaper which existed at that time, put it this way:

> "If the Town Planning Commission cannot 'sell' its ideas to the people who make up this community, neither the planner, the commission, nor the Council will be able to do the job upon which they are embarking. There will be clashes of opinion and of interest, that is certain. But criticism should be reserved at least until the citizens are informed what is being planned and how it is proposed to accomplish it."

It is now 12 years since the above statements were made; an appeal to let the professional planner do the technical job, not the lay-planner; an appeal to the planner to fully inform his citizens as to what lies behind his proposals; an appeal to City Council to try to let the public participate in the then pregnant planning movement; an appeal to city officials to co-operate with each other and the Town Planner in the framework of his proposals; a strong reminder that the press is keeping a watchful eye on what has been going on and what it expects should go on in the future.

How far have we—the planners, the people, the Councils, the officials and the press—lived up to those appeals in the intervening years? I cannot, of course, speak universally, but I hope in the following paragraphs to show how, at least in some areas, the response to such appeals has been successful in degree, and how, in others,

it has been more or less a failure. We can at least primarily acknowledge the fact that all these different people and agencies (i.e. the citizens, the officials, the councils, the planners and the press) must be bound up together if the planning movement is to be a successful and fruitful one.

In contrast to the editorial quoted above, I now quote from one written in 1960, taken from a different newspaper in a southern city:

> "Some useful things were said about planning here at the annual dinner of the ——— Planning Commission. Take, for example, Alderman ———'s statement that 'recognition' of the professional planner is one of the things that has been accepted here, and is one of the things needed to complete the job of 'selling' community planning in this area. Recognition means two things. On one hand it means that civic officials (both elected and appointed) and the public must take note of the fact that the planners have had extensive training and experience in the field; that they know something about their job—more, probably, than anyone else. On the other hand, officials, public and planners themselves must recognize that the planner's role is advisory.
>
> "What the Alderman was saying, we think, was that we should attempt to steer a middle course between two approaches that are equally unsatisfactory. The initial reaction to planning, here as elsewhere, was that it was a kind of disguised tyranny and, therefore, to be vigorously resisted. It was a perfectly natural reaction, but it has its roots in fear, and fear is seldom a wise mentor. We do well to reflect that, while we may object to specific planning procedures or specific proposals, the purposes behind such proposals are, as far as the planners are concerned, unselfish and constructive.
>
> "Yet, even though we ought to acknowledge the good intentions of the planners, and their expert qualifications, we must not swing from blind resistance to the opposite extreme of blind acceptance. Being experts, the planners properly aim at perfection but, being experts, their concept of perfection is likely to be a planner's concept. They naturally tend to put more emphasis on the principles of planning than on factors which are of immediate interest to laymen, particularly those directly affected.
>
> "The task of compromising, of arriving at decisions which reflect the highest common denominator of agreement between the planner's perfection and the layman's legitimate interests, falls upon our elected representatives.
>
> "Once the planners have stated their case, they should be prepared to assist in working out the best possible compromise. But whether they are willing to do so or not, the elected officials must remember that the ultimate responsibility is theirs. We are reaping, in the field of education, the bitter fruits of having turned *de facto* authority over to the experts. Let us not make the same mistake in planning."

And now, let us try to examine what has caused such widely dissimilar editorials to be written only twelve years apart.

On Publicity

There is a distinction between publicity for plans and propaganda for planning; while publicity for plans is the job of local planning authorities, propaganda for planning, if it is an official responsibility at all, rests primarily with the central government.

Some planners feel that publicity is not their job—they are purely technicians, not propagandists, although it is agreed that it is up to the planner to put forward his proposals in an attractive and comprehensible manner. Some years ago, the great Dutch architect and planner Dudok was asked, "How are you going to get your plan over to the public?" He replied, "What the hell has that to do with me? I am employed by a local authority to prepare the best plan I can. It is their job to get it over to the public!"

Other planners feel that publicity should only be given in a selective way, in respect of items of planning which could be shown to be working out in practice. Some believe that the real way to get public support for a plan is through cautious and helpful contacts each time a member of the public is dealt with on a development matter. While this should not be decried, planning has to have real strength, as well as considerate manners.

The plans of ancient Athens, Florence, mediaeval Chartres, modern Zurich, Rotterdam and Middlesborough produced, in their making, remarkable public participation. This citizen participation is what we should all be aiming at today. How is this achieved? How are the people consulted and informed?

First, there is the leavening influence of the survey which precedes the plan and the manner in which this survey is conducted. Secondly, there is the press: through newspaper announcements people are asked to consult with planners and authorities before developing their private and pet individual plans; reports appear on meetings at which planning matters are discussed; editorials indicate the strong bias, one way or the other, of the editorial staff; letters to the paper by individuals and agencies express varying opinions. The local press can be

a great ally of the planner. Thirdly, there is radio and TV—each can do much to make people conscious of their environment and the part they can play in reshaping it. Fourthly, there is the film, although I confess that I have little faith in the value of showing planning films in an ordinary, commercial cinema programme. People go to the 'movies' to be entertained, not to be taught. Fifthly, there are public addresses and talks. I have found that by far the best audiences are young people in their late teens and twenties; they are the most planning conscious, and they have the larger interest in long-term planning. Enormous influences can be exerted by school teachers who have a vital appreciation of the economic, social and aesthetic objectives of planning, and who invite qualified planners to address their classes.

Some of these media bear further detailed comment:

On the matter of the survey (the analytical aspects of the preparation of the community master plan), it is essential to realize that correct information will be the lifeblood upon which the diagnosis will be based and, therefore, the method in which the survey is to be undertaken and applied is of paramount importance. The survey comprises the carefully ascertainable needs of widely diverse specialists who live in the city or countryside: shopkeepers, housewives, doctors, bus drivers, businessmen, factory workers, teachers, school children, athletes, parsons, politicians and hotel keepers. They all have their individual, ideal utopias, in which they are the centre of a reasonable and appreciative society. The planner must test all these particular ideas and weave them into a single whole. We now have first-class planimetric base maps; they show the arrangement of hills, valleys, rivers, roads and railways, towns and villages, bush, fields and a few antiquities. Current planning surveys should crawl with life; they should show how people are bunched or spread in every place, what they do for a living, what services and community facilities they have, where and in what industries they work, and how good or how bad their dwellings are, the exact position of mineral deposits, the actual use of farm fields, the historical buildings or places—and a host of other facts of human interest.

But, though fascinating in themselves, surveys are not planning. Such is the poise of the human soul between the search for knowledge and the exercise of the will, the most perfect assembly of information will not necessarily evolve into a perfect plan.

We have to revise (with apologies) the famous Clerihew comment:

> "The art of scanning
> knowledge is not planning;
> Planning is more about chaps,
> Though some chaps' maps perhaps lapse".

On the matter of the press, there is general agreement on the importance of establishing good relations with the press and radio. Experiences of this vary widely from complete cooperation to indifference, and indeed sometimes destructive antagonism on the part of the press and the planning authorities. A certain uneasiness can be detected among some planners who feel that the press is not always entirely fair. Sometimes the press 'plays up' the 'popular story' idea in its reports on planning matters with headlines such as: "Man Wins Battle for Dream House"—the innuendo being victory against his oppressors. If the planning authority were to win on a certain issue, one would, in fairness, expect to see the caption: "Man Prevented from Committing Social Crime". However, in such a case it sometimes turns out to be: "Planners Squash Dick's Dream"!

The press occasionally likes to throw out friendly gibes which can be misleading and a cause of confusion to the public. It is no good for a planner to be hypersensitive to such commentary. The headline: "Town Planner Loses Way in District He Designed" was printed to raise a chuckle after the reporter had attended a Council Meeting in which the planner commented that, while driving around one of his new neighbourhoods under construction, he set out for a road outlet he had included in his plan; he had to turn around because he found that this particular link had not yet been constructed! I have long since stopped writing to the press to correct erroneous opinions; only when matters of fact are distorted or mis-stated do I recommend that the planner make the real facts known to the newspaper.

An instance of this happened recently when, after attending a special meeting of a County Council which wished to withdraw from a District Planning Commission on very minor grounds, I had strongly recommended that the Council reconsider its withdrawal proposal. The

newspaper quoted me the following day as saying: "that I strongly recommend Council consider its withdrawal". I was besieged with calls the next day from other member Councils asking what on earth I was suggesting, to the extent that I asked the newspaper to print a correction. This was printed the next day, changing the word back to "reconsider" but, in place of the County Council concerned, quoted the "City Council" It so happened that the City and the County around it both had the same name, but the further damage was done and I promptly got a blast from the City Council! I gave up then.

If one realizes that editorials in newspapers are purely the opinions of the editorial staffs, we are all free to attach what importance we wish to any issue. It is amusing to see how two different newspapers in our city editorialized on the same planning issue in quite dissimilar ways. One paper printed:

> "City Council has heard the town planner describe his Department's objectives, but as far as can be judged, the aldermen merely listened. How far Council is prepared to go in approving what has been done so far (*sic!*) and in supporting what is projected, we do not know. Perhaps Council considers it already has gone as far as it needs to go by establishing a Planning Department and by voting appropriations to cover its current expenses. The citizens, however, would like to know in greater detail Council's reactions to the proposed rezoning, neighbourhood units, industrial 'estates', 'spider-web' city highway system, and other intriguingly named projects."

The other paper (an afternoon one) printed:

> "The exposition of town planning given by the town planner to City Council last night came in for a bit of dubious disparagement from the (other) newspaper, which patronizingly refers to some of the planner's ideas as 'intriguingly named projects'. This obvious attempt to belittle the importance of town planning is based on the fear that the City's programme of public works contemplates spending $———. The implication is that the City cannot afford what we fear (the other newspaper) believes to be the 'luxury' of town planning. The stupendous sums other cities are pouring out to correct those very errors which have been made in the past can be saved here. This economy is the very essence of long-term planning. Expert town planning is public economy's finest safeguard—these things save the taxpayer money".

It is indeed fortunate when there is more than one newspaper in any area. Rivalry can break out occasionally into a dog fight, and the planner can then merely sit back and be glad he learnt Rudyard Kipling's "If". In another editorial, one newspaper quoted from its rival's editorial thus:

> "The (other) newspaper merely shakes the big stick. 'Don't get in our way' it says, in effect, 'or we'll throw you out' (i.e. the planner). The (other) newspaper bluntly calls the planner wrong in his town planning details. It is always the prerogative of the fool, and indeed, an advertisement of his condition, to blunder in and call the experts wrong."

Rivalry is, however, not only the prerogative of the newspapers. It rears its head between municipalities. There was a battle between the cities of Fort William and Port Arthur for the site of the then new Lakehead's Federal Ocean Dock and Terminal, as 'head' of the St. Lawrence Seaway. When the investigating engineers retained by the Federal Government visited the Lakehead, Fort William officials took them on a tour of that city's harbour and followed this up with a bit of banquetting. Fort William laboured under the erroneous impression that the gentlemen had arrived from Ottawa on a 'site selection' survey. Too late, they learned that the 'boys with the augers' had been employed by the Federal Government to test the soil of the Port Arthur site, already secretly selected.

> "Later when the light bulbs flashed, the engineers quoth, 'We didn't know you didn't know'. Moaned Fort William officials, 'Nor we'. Smiled the twin-cities' populaces, 'Wee-Wee'." (*From Canadian Shipping & Marine News, October* 1958)

As though there were not already enough rivalry at the Lakehead, Duluth had to break into the picture by proposing a far bigger Ocean Terminal for 'the' head of the Lakes. I received the following letter from a contractor:

> "I feel we have a certain professional affinity at the moment, as you are planning the Lakehead and our firm is madly making schemes for the International Duluth Seaport Corporation. Being that the cities are rivals and supposedly *we* should be, it might seem strange to suggest that we could be of mutual assistance. I hope I am not in any way offending what code of ethics you planners may have, but I would like to secure as much information as I can from you, in order to take action which will be in the best interests of my father."

Editorials from newspapers in smaller areas sometimes express a certain naivité, but I also like to think that their editors, in turn, display such stark honesty and

generosity that it is hard to be over-critical of their lack of sophistication. These two gems, culled from a small-town newspaper, after a planner's first meeting with the Council, appeared on the editorial page in successive issues of the same weekly paper:

> "It has been said often that first impressions are lasting and, if this is the case, (the planner) has certainly left his impression in this area. (He) will be known as the man of action who likes to get things done and who swings an iron fist to get this under way. (He) will undoubtedly be remembered as the man who jumped in with both feet and fouled things up properly."

This was followed the next week with the following:

> "We find it disconcerting to have to eat crow. But we were definitely embarrassed last Wednesday afternoon to be caught off base by (the planner) right after we had strongly criticized him. The truth is we were misinformed, but that is no excuse. Editorially, we had colourfully charged (him) with high-handed dealing—the editorial and the issue was already printed, awaiting circulation that afternoon, when we found him talking amicably with City Council. Actually (he) was not a party to some of the problems of which we wrote. In fact, he was even more distressed than we, since they come from his Department and he was urgently endeavouring to repair the damage, using a soft touch. We hope his gentle, but persuasive manner will help work out an amicable settlement."

So much for the editorials in the press. Still, dealing with the press generally, we come to letters written by citizens to their newspapers and to the planner's office—a sure barometer that things are, or are not, ticking properly in official circles. In more cases than not, the letter writers prefer to remain anonymous, using such *noms-de-plume* as: "Disgusted Builder"; "One of the Victims"; "Taxpayer"; "Citizen", etc. Generally speaking, these letters fall into the following categories: humorous; sarcastic; scurrilous; congratulatory; crankish. I give some typical examples:

> "It is all very well to advertise the city to attract tourists, but we should show them a little cleanliness in our public services. The city proper is woefully short of rest rooms. Could not the planner direct a little of his energy along these lines."
>
> "Our house which contained sewage and utilities was sold for $3,700, and the smaller house, which did not contain sewage, was sold at $700."
>
> "We would advise that our Head Office was quite concerned with the treatment you received at ——— and steps have been taken to avoid any re-occurrence in the future. Please accept our cheque for the sum of $32.30 in payment for the champagne you did not wish to consume but were forced to do so because of your lack of understanding of French."
>
> "To close a door is technically altering or converting a building; so is opening a door. So is opening and closing a window. But why restrict such a bylaw to the building trades? Let's make it a good one and take in everything. I want to brush my teeth—hire a dentist."
>
> "Please tell me who is trying to squeeze me out of this property; is it members of the Planning Board or Members of the Government, boasting 25 years of Christian leadership? Does a property owner under such a government not have rights unless he pays off the professed Christians in cash?"
>
> "In connection with the recent report regarding the appointment of an officer to enforce zoning regulations, it was with considerable delight that I read that a member of the Planner's department had to spend eight hours in court waiting to be heard."

All too rarely do we see letters of commendation in the press, for we are all too prone to silently accept the right things, becoming letter-writing bugs only when we think things are not right. The following is taken from an open letter to the Planner:

> "We wish to take this opportunity of thanking you for the manner in which you were able to step into the picture and bring order out of chaos. It certainly points out the good that can be accomplished by an overseeing authority."
>
> "This is just to thank you for the good attention you have given to my report the other day concerning our church property. This was really well done. God bless you!

On Public Support

This is absolutely necessary, as no plan can succeed unless the citizens desire it. The production of a plan for a living community should not be one which is evolved in secret and presented to the community as a *'fait accompli'*. Public enquiries and hearings should not be regarded purely as a means for the public to let off steam. Planning officials are generally on the defensive at such meetings, and their only consideration is to justify what they have done. The plan itself is not always intelligible to the layman, seeing it for the first time; yet to his credit, he often has a burning desire to know what it means. The preparation of a general plan ought to be

undertaken by a process in which the general public is encouraged to take part from the earliest possible stage. Before the plan for the City of Zurich was adopted by the authorities, there was a statutory obligation to send a copy of the plan, with full explanations, to every inhabitant in that city!

For all too many, the area of planning is an unfamiliar one. It is probably true that public apathy toward any project is a deadlier influence than actual opposition. Organized opposition by developers to controls in principle can also be a factor checking public support of planning. The power to plan, however, must be derived from some public demand for results which only planning controls can give.

Is the average man in the street disinterested in the development of his city? I would think not. There has always been a transition period between acceptance and support. There never has been a worthwhile movement that wasn't subject to a certain amount of inertia at the start. We must learn from the soap and car advertisements; the public won't buy what it knows nothing about.

Planning proposals become clear to the public only after time—time in which they can be thoroughly explained, and time in which examples are actually implemented on the ground so that the public can actually assess the goodness or badness of the new environment so created.

Support from public bodies and individual citizens seems to be increasing in Canada, and the process of plans outlined and partly carried into being is gradually becoming clearer to observers. The public cannot know fully what are the difficulties confronting the planner in his work of evolving a uniform and effective plan in a city already spoilt, to a large degree, by haphazard, unrelated development. Much of the planner's work has to be corrective; this phase of his work has probably aroused more opposition and criticism than his purely creative work in wild land.

There was the authentic case of an unaccompanied lady travelling on a bus, listening to a couple of men seated in front arguing the 'pros' and 'cons' (mostly 'cons') of the latest civic centre proposals just publicized. These were making erstwhile friends into enemies, depending on whether one was in favour or against the proposals. It was obvious that the lady was in favour, and her co-travellers were opposed to it. The men got off the bus a mile or so from the lady's destination. But she could stand it no longer. She got off at the same place and there on the sidewalk gave the men a piece of her mind as to why they should support the proposals.

Public support sometimes suffers from the stated reasons for a planning refusal being either too terse, or stereotyped through the use of stock phrases of indefinite meaning. I rather believe that the majority of people who apply for planning permission wish their applications to be treated on a personal and confidential basis with the planning authority. I recognize, however, that decisions made on certain major classes of development are of considerable public interest, and should be published with as much fanfare as honest reporting can bestow on the subject.

A reasonably quick refusal is often more appreciated than a long-delayed decision given in indefinite terms. Sometimes this vagueness arises from the use of jargon, or the mis-use of ordinary words, not only by the planning authority, but also by others. Here is a quixotic illustration from a letter to a newspaper:

> "May I be permitted to say a few words apropos your reporter's article yesterday, purporting to be a report of what transpired at yesterday's Council meeting. Your reporter's article refers to a 'monstrous map' that was displayed. My dictionary defines 'monstrous' as: 'Abnormally formed, outrageously wrong, absurd, atrocious'. Your reporter then goes on to say that 'Council was most impressed!' "

A favourite word, much used in planning decisions, which can be regarded as jargon because of its misuse is the word "amenity", or its extension "loss of amenity". It can be used in two quite different senses: one, in conjunction with the improvement (or destruction) of natural beauty or altering the general appearance or characteristic of an area; the other, as the interference with the enjoyment of the public through noise, smell, increased danger, and so on. But the word has so often been used loosely that we can forgive the elderly lady who tacked up a 'For Sale' sign on her bungalow adding the words: "There is a large amenity at the back of this cottage!"

Wrong impressions arise in other ways. On one occasion, a six-year-old boy, who had accompanied his father into my office, issued a warning to me: "Mr. Dant, there is a house near us growing into a church". The lad, who had recently arrived from Norway, had noticed a new house being built with a very steep roof pitch, not unlike the shape of churches in Norway. The house was, in fact, being built by another Norwegian immigrant, a stranger to the lad and his father.

On Attitudes

The following quotation is from an editorial:

> "A Town Planner is an unpopular person each time you think he is interfering with your own pet project. If he is no good, he should be dismissed. But if he knows his job, it is essential that he receive full backing in order to resist the complaints that are inevitable with each decision. Unless we are willing to go through with planning, we might as well forget the whole business and take it on the chin when the future catches up with us."

Much could be written on the subject of "correct" attitudes in this planning game. It is more than essential that each planner soon decide on his own correct attitudes with his masters, his public and his staff. If these are correct, much less will be heard of that old familiar cry: "The planner is dictatorial". We have to admit that there are some of us who have propensities in this direction, and these will get planning nowhere. However, too often this slick whipping-phrase is unjustified. Is it too much to try to emulate the planner whose attitudes were commended in the following editorial?

> "He has taken precautions whenever proposals have meant property encroachment. He sees that every consideration for the rights and privileges of owners are protected where they are likely to be affected. He has manifested no fanatic fixations with regard to pet systems, but he has presented alternatives with every proposal he has made."

At the same time, "correct" attitudes should be developed by the citizen—attitudes born of comprehension and understanding, divorced from limited self-interest. The good or bad impressions of planning left upon the individual (and the politicians too) are likely to be disseminated in a very wide local circle; these impressions derive mainly from the personality, tact, courtesy and efficiency displayed by the planner and his staff, or the lack of such traits.

In decision-making, a sense of proportion is an asset. Refusals should only be made where there are the clearest grounds for them. Refusals on trivial grounds, though sometimes strictly correct, make a very bad impression and are damaging to the cause of planning. When the rights of the individual and the collective rights of the community are so evenly balanced, then the rights of the individual ought to prevail. The bias should always be in favour of, rather than against, granting an application. In all possible cases, where a refusal is considered essential, it would be well to avoid a flat rebuttal or a dogmatic rejection, but attempt an alternative and positive suggestion with proper steering. Guidance, rather than restriction, is the essence of control.

I must confess that I was considerably intrigued with the following letter from a correspondent outside the Province, who was unknown to me, and which left me guessing:

> "Dear Mr. Dant:
>
> Must congratulate you on your foresight and vision in having a real park built. Next time I'm in town, I hope to see you. I have not seen a Town Planner now for 2½ years."

Having discussed the planner himself, let us now examine his staff. When we do manage to find members of planning staffs who are qualified, we usually find that they are not from Canada. One Canadian office in which I worked had staff members from Scotland, Sweden, Estonia, Switzerland, Hungary, Czechoslovakia and England. The Western hemisphere was represented by three Canadians (two trained in England) and one U.S. citizen. It was not long before this miniature international colony was dubbed "Mitteleurope", sometimes disparagingly. While I would be the first to advocate more home-grown products, it has to be admitted that there are advantages in having such a mixed bag on a planning staff. With so many people of European origin settling in Canada, it is useful to have staff members who can speak the popular European languages across the counter.

In another office, I had two draughtsmen—one, an elderly man from Hungary who, when he arrived, could not speak a word of English; the other, a young Pole who spoke English and, fortunately fluent German. Instructions to the older man were given in English to the

Pole who translated into German to the Hungarian; the answers came back in the reverse manner This could be quite wearying if the problems in point were complicated ones.

My current office staff is composed only of Canadians who have not attained professional status, and qualified Englishmen and Scots. A recent advertisement for senior positions has produced applicants from Hong Kong, Singapore, Pakistan, Mexico, Holland, Russia, and two from Canada. One applicant's letter contained the following:

> "I beg to plead this cause on my behalf. If there are or is any organization who may be wishing to sponsor my studying livestock husbandry or to improve my knowledge in draughtsmanship for about a year or 18 months. Try that for me if possible. It will be my utmost joy if you can help me to this effect. Oh, I beg you to help me and safe me from my present deplorable state and future misery. God bless you for mercy sake."

I appeal to all who read this to remember that many immigrant planners have not a precise knowledge of English, nor are some too familiar yet with our "Canadian way of life". However, most are professionals of brilliant ability, new ideas, persons dedicated to their work and desirous of becoming good Canadians, in a country which should be grateful to them for coming here to fill the ranks of a deplorably under-populated profession.

It is a well-known fact that very few Canadians-by-birth choose to take up planning as a career. The "Why not?" is difficult to answer. Perhaps it is because we have a long way to go yet in providing proper training for would-be Canadian planners. That such would-be's do exist, I know for a fact when, periodically, I have visits from parents who ask me how their son or daughter, just leaving High School, can become a planner. It is not easy to answer these pleas until we provide *undergraduate* training in planning in a four- or five-year course. At present, only five Canadian universities give one or two year's postgraduate courses leading to professional qualification in planning. The students must first have a degree in some other discipline, and no one can tell me that a two-year course, even with a degree in some other subject, produces the "compleat qualified planner". This is not nearly enough. Too often has planning in this country received a bad name by half-trained or untrained members of planning staffs "advising" local councils what to do.

The planning staff is not without its vicissitudes when it comes up against an unregenerate citizen:

> "A backyard assault on a city employee (my enforcement officer) led to ——— being fined $20 and costs or 20 days in jail. The complainant said he went to ———'s house to take photos as evidence, in charges under the nuisance and development By-laws. The official said he told ——— who he was and, while reaching into his pocket for his identity card, ——— made a grab at the camera, removed the film and smashed the victim's face."

On Planning Agencies and Appeals

Now and then controversy breaks out regarding who are the best individuals to man planning agencies. Should they be laymen imbued with a desire to serve their community, often without pay; or, should they be specially selected laymen of different backgrounds who, as a team, could best express public desires in the furthering of the planning cause and decision-making; or, should they be qualified professionals, not necessarily planners, but qualified men from allied professions; or, should they be a compôte of any or all of these combinations? In some areas the professionals are separated from the laymen and appointed to two parallel groups which work simultaneously and with some degree of liaison one with the other.

I do not pretend to be prescient enough to say which is right but, at the same time, one should not show such irresponsibility in the matter as was charged by a person in the audience at a public meeting who asked me: "Exactly how were the members of the ——— Planning Board selected? Are they just names picked from a telephone book?"

A local newspaper is constantly attempting in its editorials to crucify a certain Planning Board which has the statutory power to reverse city planning decisions on appeal, because its members are appointed rather than elected. It has long been accepted that the best brains in any organization in our society are never brought together by election.

Planning Agency members, just like the staffs that serve them, are, after all, not only instruments of a process, they are also individual citizens with ideas and ideals. They are possibly in the best position to understand how immensely planning can add to the happiness of their people in their daily lives. As an official group, they frequently have muzzles on their lips and shackles on their ankles, but they are not a tight fit. They can still mumble common sense and shuffle towards the light. This, of course, as a democratic process, is all the wrong way round; it isn't safe in principle and it isn't fair to the agencies or the planners. Leadership in the elicitation of a strong latent opinion can come from anywhere and if, on these occasions, it comes from within the planning profession or from CPAC, it won't be for the first time. I certainly wish we could have pressures for the social purposes of planning from many more groups of businessmen, manual workers, clerical workers, housewives, teachers, parsons, doctors, writers and others.

On a slightly different tack, I recall a report about a worthy retired admiral who, after listening to a meeting of a Welsh planning committee, finally got up and asked plaintively: "What is all this planning *for* anyway?" The answer he received is not recorded, but a little while later the same gentleman was appointed Chairman of the same planning committee!

Surely experience shows that whoever are appointed or elected, to Planning Agencies, they should be representative of their respective groups, rather than individuals who appear before them on appeal with petitions such as one received from a person who wished to develop a small apartment building and was able to show, over the objections of his neighbours on appeal, that he would not be creating a traffic problem in his area. He won his appeal, but two weeks later he was before the Board again; this time he was protesting an identical application by a neighbour a few lots removed from his apartment site, on the grounds that there was a very bad traffic problem in the area which should not be worsened!

Another example was that of a neighbouring owner who appealed against the addition of a penthouse suite on the apartment block next door, on the grounds that anyone who could afford to live in a penthouse was probably sinful, would drink to excess and throw bottles out of the windows onto her lawn! Not so extraordinarily, the appellants (an elderly couple) and the objector left the Board Meeting arm in arm!

On Politics

The acceptability of planning proposals must be fought out in the political arena, along with all other proposals for local government action. If these proposals cannot stand the test of politics, they have no place in democratic government. Planning carried out by lay planning commissions, often composed of enthusiastic and dedicated citizens without political responsibility, is usually ineffective. The implementation of planning proposals must be found in the actions of public officials, elected and appointed, who carry the major responsibility for public services.

In the last resort, planning *is* politics, and planning as a political issue is something that tends to touch the voter, and the candidate for political office alike, in some very sensitive spots. The specialist is essential to the scheme of things, though experts who tend to specialize naturally conceive of their speciality as the whole; good politics tend to give perspective to the specialist's whole.

The peculiar contribution of the British Commonwealth to the technique of democratic government is the importance of the relationship between the politician and the expert. Experts, and politicians, are not new phenomena. There were experts from the time that Adam delved and Eve span, as no doubt became apparent if ever Eve delved and Adam span. Unquestionably, as time went on, people became more and more expert, and more and more political.

The important thing is for the expert to know his job and its limits. It is not the job of the politician to waste valuable Council time arguing over details, and delegates to the expert, by inference, the making of final decisions affecting the lives of his fellow citizens. This is pointed up by an editorial from one of my scrapbooks:

> "Unless City Council is willing to give the planner a reasonably free hand, subject to formal appeal, the city might just as well forget all about planning. Council

THE PLANNER, THE COUNCIL AND THE CITIZENS' ORGANIZATION

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In broad terms, the objective of physical planning might be described as the creation of the ideal physical environment. Having said that, one is immediately involved in such embarrassing questions as "What is ideal?" and "Ideal for whom?", and so on; questions which it is not the purpose of this paper to deal with.

However, among the many qualities which together would make up the concept of the "ideal" physical environment as conceived by most reasonable people, would be the quality of *orderliness*. And, accordingly, one of the most obvious functions of the planning process is to create an orderly environment.

Involved in this process of realizing, or bringing into being, the orderly pattern of the environment, are three principal agencies—the professional planner, the elected council, and the public at large; and as things stand at present, there is a great deal of confusion about the status, the role, and the interrelationships of these three elements.

One of the basic conceptual difficulties underlying this confusion arises out of the ambiguity of the word "planning" itself. There are, of course, many different kinds of planning, and many different kinds of planners, and the distinctions between them are in great need of clarification. The kind of planning we are discussing here is that which deals with the *physical* environment, but even within these limits there is ambiguity about objectives, and disciplines. Physical planning is also known by a variety of other names such as community planning, city planning, urban planning, and so on. By the addition of such qualifying adjectives it is intended to convey the idea that the function is concerned with physical matters, that is with the physical environment, and in particular with the urban physical environment.

This seems like quite a simple and straightforward proposition: Planning is concerned with the ordering or arranging of streets, and buildings, and parks and playgrounds, and railway tracks, and all the other elements that together comprise the physical surroundings within which urban dwellers lead their lives; and it is not very much concerned with the "social environment" which the sociologists have in mind when they speak of the "environment", or with problems of social values.

Unfortunately it is not as simple as that. Planning implies objectives. In fact, *planning is simply the making of arrangements in the present to achieve objectives in the future*. But objectives imply values: a thing is sought after because it is valued more highly than that which is not sought after. We zone for single family dwellings because we believe that children will somehow grow up "better", and that property will be more "valuable" in a residential area free from industries or commercial activity, than in one with a mixture of these uses; we devise extremely complicated and expensive traffic circulation systems because we value the private automobile as a means of transportation more than we do public transit. Any measures for ordering the physical environment express, implicitly or explicitly, a value-judgment, so that willy-nilly, planning becomes involved in the value-system of society and cannot restrict its interest to the purely impersonal, physical aspects of the environment.

Now this in itself would not present any very serious problem, were it not for two unfortunate circumstances. One of these is that the planner's idea of what is "good" and what is "bad" doesn't always correspond with the public's ideas on these questions; the other is that, for a number of reasons which we shall look at in a moment, the planner is often put in a position where his notion of what is good or bad becomes the final authoritative basis for action.

We hear these days all sorts of warnings about the dangers of government by the expert. One of the basic concepts in our political system is that social goals are set by the people and decisions are made by them through their elected representatives. The usurpation of these functions by the expert is regarded as a threat to our way of life. Moreover there is, in such a situation, a very real possibility that the expert's personal value-system will become confused with that of the public at large. And apparently this is happening, not just in planning but in other fields as well.

The public of course can react quite violently in such circumstances. Planners have often been roasted in the local press. They are frequently charged with trying to ram their ideas down the public's throat, or acting in a dictatorial, arbitrary or coercive manner. And yet, in most cases, the charges arise out of matters of policy, rather than administration; it is a reflection on the confused relationships existing today in the planning process, that these policies should be identified with a paid employee—even though he is an expert—rather than with the political authority which is ultimately responsible for matters of policy.

Part of the reason for this confusion may be the currently prevalent system of planning by appointed commission. Council is removed from the actual planning process except insofar as it gives final approval to the proposals which the commission has worked out. But of course most of the proposals originate with the planner, and accordingly tend to become identified with him, not only in the mind of the public, but also in the mind of the planner himself. This arrangement may have a tendency to diffuse the relationship within the planning function, and obscure the clarity of responsibility. Moreover it may even be argued, with some justification, that under the Planning Commission arrangement, it is quite proper for the planner to assume initiative and responsibility for planning proposals, since he is not an employee of Council in the strict sense. But this merely underlines the potential for ambiguity of responsibility in the commission system.

Undoubtedly the planner has an important contribution to make toward the solution of our urban problems because of his training and skill. But because of that very training and skill, in other words because he is an expert, his notion of what is desirable and what is not desirable often varies quite radically from the view of the general public on these questions. This is a common dilemma in the relationship between the public and the expert and may be found not only in planning, but in any activity which seeks to influence people's views and habitual attitudes.

The problem is to distinguish between the two questions: "What would we like to achieve?" and "How shall we best achieve it?" Like that of all experts, the planner's professional function lies in the realm of "How shall we best achieve it?" But it is often difficult, if not impossible, to separate the two. Moreover, the planner probably has some worth-while things to say about what we ought to be striving for. If the planner is in private practice then his problem is somewhat modified inasmuch as he is responsible only to himself, and he can therefore champion a particular point of view with all the force and partianship he can muster. If, however, the planner is a public employee, as in most cases he is, he cannot, with the same freedom, advocate measures or ideas which are not subscribed to by the public or the authority which employs him. This is so, not simply because he is not likely to remain an employee for very long under these circumstances, but because it is a fundamental principle in our kind of society that social goals should be determined by the people, and not by government or its employees. In practice, of course, the distinction can never be clearly maintained. Obviously there must be ideas and influences flowing in both directions. But in principle, it is of fundamental importance to distinguish the primary role of the planner, that is the role of expert adviser on "How best can we achieve our obective?" from his secondary role—that of an informed member of society, advocating particular social objectives.

I personally do not believe that the planner's job, *as planner* is to formulate social objectives. I do not think, for example, that it is his job to say whether it is best for people to live in row houses or apartments or single family dwellings. It is not his job to say that people

should ride in public transit vehicles rather than their own private cars, or that central areas are preferable to the suburbs as a place to live. In short, I do not believe that it is the planner's job to tell people how they ought to live. He must of course be aware of the various possibilities, and he must know the technical implications and consequences of all the choices, because his basic job is to advise council about these things. He can even have strong personal views on all these matters and hold them with great conviction; but his primary role is not that of social critic. As a planner he ought not to mistake his personal attitudes for universal or objective truths, or to assume that they represent the general point of view, or even that they are necessarily preferable to alternative viewpoints; and he certainly ought not to base his technical proposals on his own private scheme of values.

But, unfortunately, there is often no other scheme of values available to him as a basis for his planning proposals. He is often *forced* into the role of social critic and advocate of his own special views because the community has no clear views of its own about its physical environment.

And this is probably the central problem which besets the planning function and the relationships of the various elements within it.

The evidence is all about us, everywhere, that the public is *not aware* of the physical environment as something which has capabilities of beauty, convenience, order and economy. Land and space, landscape and buildings are simply not thought about in these terms by the public at large. But the planner *must* think about them in these terms, and he must frame his recommendations about the physical environment in these terms.

It seems then, that until such time as the community provides the planner with a clearly articulated image of the kind of environment it wants, the planner will have to go on providing one for himself. This is unfortunate because, for the reasons we have seen, the public should participate in the planning process, and should have a clear idea of the objectives it wishes to achieve. But it must be *a public that is informed and aware*. In my view nothing could be farther from the truth than to assume that the public can make a valuable contribution to the planning of the physical environment simply because it has the political right to say what it wants. It has that right of course. But it also has the responsibility which is part of that right—the responsibility to become informed and aware, and to understand the implications of its choice.

One cannot expect everybody in a community to have carefully thought out and clearly articulated ideas about the kind of town he wants. One can't expect everybody to be interested in the physical environment and community planning, any more than one can expect everybody to be interested in service clubs, or international trade, or politics, or the problems of education. The fact is that the human being seems to have a limited capacity for interest. Most of us simply do not have sufficient curiosity and intellectual equipment to be interested in everything, or even a wide range of things, nor sufficient energy to be able to devote ourselves to a variety of interests. If we manage to sustain an active interest in one or two fields beyond our vocation, that usually requires all the curiosity, brains and energy that we can muster.

However, there are always groups of people who *do* have the same interests in common, such as service clubs, for example, or parent-teacher associations, or people interested in penal reform, and so on. It is these groups of people who manage to articulate objectives, and to stimulate action in the fields in which they are interested. And it is these groups who become, in fact, the spokesmen for the entire community on the problems which they have chosen as their particular field of interest.

Much could be done to resolve the major problem we are discussing, if the many voluntary organizations which have some interest in civic development could be brought to the point where they performed the role of crystallizing and articulating the community's physical development goals. Such organizations as the Community Planning Association of Canada, the Junior Chamber of Commerce, the Kinsmen, Rotary, and others who have some partial or specific interest in civic growth, could well be the ones to undertake this task.

However, it will take a great effort on the part of these individuals and groups to bring their perception of the environment, and their awareness of its potential,

up to the point where they can make a responsible contribution. But I think it is worth the effort, not merely because it is unfair that the planner should have to take the responsibility, and blame, for conceiving the form of the environment without having the benefit of the community's own self-image, but also because we are not likely to make any significant progress towards the creation of an "ideal'" environment until there is a general understanding of what this means, and a general desire, based on such an understanding, to achieve it.

If it is important for the public at large to develop an understanding and an awareness of the physical environment, it is perhaps even more important for members of Council to have a heightened perception of the physical aspects of the community. The business of local government is in large measure concerned with the physical environment, and until the political power and responsibility of members of council is matched by their perception and understanding of their environment, it is likely that policy decisions affecting physical development will continue to be made on almost any grounds except those concerned with the orderliness and beauty of the surroundings; and the planner will likely have to continue in his ambiguous and awkward role of social critic, image-maker, technical adviser and whipping-boy.

This article was adapted from an address given during an extension course in planning at the University of Saskatchewan.

L'URBANISTE, LE CONSEIL ET L'ORGANISME DES CITOYENS

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En termes étendus, l'objectif de la planification physique peut être décrit comme la création de l'environnement physique idéal. Ceci dit, on se trouve immédiatement devant des questions embarrassantes telles que: "que signifie idéal?" et "idéal pour qui?", ainsi de suite; et ce sont-là des problèmes que l'on ne projette pas d'élucider ici.

Cependant, parmi toutes les qualités qui, une fois réunies, constitueraient le concept de l'environnement physique "idéal" tel qu'il est conçu par la plupart des personnes responsables, serait la qualité qui reflèterait le *bon ordre*. Et en conséquence une des fonctions les plus évidentes du procédé de planification est de créer un environnement ordonné.

Il y a trois principaux organismes qui sont impliqués dans ce procédé de réaliser ou de mettre en oeuvre le patron ordonné de l'environnement—l'urbaniste professionnel, le conseil élu et le public en général; et où les choses en sont présentement, il y a énormément de confusion au sujet du statut, du rôle et de la corrélation de ces trois éléments.

Une des difficultés conceptuelles de base à la source de cette confusion provient de l'ambiguïté de l'expression "planification". Il va sans dire qu'il y a plusieurs espèces de planifications et plusieurs espèces d'urbanistes, et les distinctions entre ceux-ci ont un grand besoin de clarification. L'espèce de planification dont nous parlons ici est celle qui traite de l'environnement *physique;* mais même dans les limites de cette définition, il y a une certaine ambiguïté au sujet des objectifs et des disciplines. La planification physique est également connue sous une variété d'autres vocables tels que l'urbanisme, l'aménagement des collectivités, le planning urbain, etc. Par l'addition d'adjectifs modificatifs, l'intention est de laisser entendre que la fonction se rapporte à des aspects physiques, c'est-à-dire l'environnement physique et en particulier l'environnement physique urbain.

Ceci semble être une proposition tout à fait simple et sans ambages. La planification est intéressée à la disposition des rues, des bâtiments, des parcs et des terrains de jeux, et des voies de chemin de fer et de tous les autres éléments qui, pris ensemble, constituent l'environnement

physique au sein duquel les citadins vivent; la planification ne s'intéresse pas énormément à "l'environnement social" que les sociologues ont à l'esprit lorsqu'ils parlent "d'environnement" ou lorsqu'ils traitent des problèmes d'une valeur sociale.

Malheureusement, ce n'est pas aussi simple que cela. La planification implique des objectifs. En fait, *la planification consiste simplement à faire des arrangements dans le présent afin de réaliser des objectifs dans l'avenir.* Mais l'expression "objectif" implique des valeurs: une chose est recherchée parce qu'elle est plus prisée que ce qui n'est pas recherché. Nous établissons des zones pour des habitations unifamiliales parce que nous croyons que les enfants vont "mieux" grandir, et que la propriété aura une plus grande "valeur" dans un secteur résidentiel qui n'est pas encombré d'industries ou d'activité commerciale, que dans un secteur où il y a un mélange de ces destinations; nous concevons des systèmes de circulation extrêmement compliqués et coûteux parce que nous prisons plus l'automobile particulier comme un moyen de transport que le transport en commun. Toutes mesures pour ordonner l'environnement physique expriment implicitement ou explicitement un jugement de la valeur. De sorte que, bon gré mal gré, la planification devient impliquée dans un système de valeur de la société et ne peut pas restreindre ses intérêts aux aspects physiques purement impersonnels de l'environnement.

Ceci en lui-même, ne présenterait pas de problème très sérieux, si ce n'était de deux circonstances malheureuses. L'une d'elles est que, les idées de l'urbaniste de ce qui est bon et de ce qui est mauvais ne correspondent pas toujours aux idées du public sur ces sujets; l'autre est que, pour nombre de raisons que nous étudierons dans un moment, l'urbaniste est souvent placé dans une position où son opinion de ce qui est bon ou mauvais devient l'autorité finale sur laquelle l'action est basée.

Nous entendons aujourd'hui toutes sortes d'avertissements au sujet des dangers de gouvernement par l'expert. Un de ces concepts de base dans notre système politique est que les objectifs sociaux sont établis par le peuple et que les décisions sont prises par lui par l'entremise des représentants élus. L'usurpation de ces fonctions par l'expert est tenue pour une menace à notre régime de vie. De plus, il y a dans une telle situation, une possibilité très réelle que le système de valeurs personnel de l'expert sera confondu avec celui du public en général. Et apparemment, ceci se produit non seulement en urbanisme mais dans d'autres domaines aussi.

Le public peut, il va sans dire, réagir très violemment dans ces circonstances. Les urbanistes ont souvent été mis à blanc dans les journaux locaux. Ils sont fréquemment accusés d'essayer d'imposer leurs idées au public ou d'agir d'une manière dictatoriale, arbitraire ou coercitive. Et malgré tout, dans la plupart des cas, les accusations découlent de questions de politique plutôt que d'administration; c'est là une réflection des rapports confus qui existent aujourd'hui dans le processus d'urbanisme, voulant que ces politiques soient identifiées avec un employé à solde—même s'il est expert—plutôt que l'autorité politique qui est ultimement responsable en matières de politique.

La raison de cette confusion peut être attribuée partiellement au système présentement en vigueur d'urbanisme par commission nommée. Le conseil est distrait de l'urbanisme réel sauf dans la mesure où il donne son approbation finale aux propositions que la commission a établies. Mais il va sans dire que la plupart des propositions viennent de l'urbaniste, et en conséquence ont une tendance à être identifiées à lui, non seulement dans l'esprit du public, mais aussi dans l'esprit de l'urbaniste lui-même. Cet arrangement peut tendre à diffuser le rapport dans la fonction de planification, et obscurcir la clarté de la responsabilité à être attribuée. De plus, il est même discutable avec une certaine justification, que, sous le régime de la Commission d'urbanisme, il est tout à fait approprié que l'urbaniste assume l'initiative et la responsabilité des propositions de planification, étant donné qu'il n'est pas un employé du Conseil au sens strict du mot. Mais ceci souligne tout simplement l'ambiguïté en puissance de la responsabilité dans le système de commission.

Indubitablement, l'urbaniste doit apporter une contribution importante à la solution de nos problèmes urbains en raison de son entraînement et de sa spécialisation. Mais, en raison de cet entraînement et de cette spécialisation mêmes, en d'autres mots, parce qu'il est un expert, ses vues sur ce qui est désirable et sur ce qui n'est pas désirable varient souvent radicalement même,

des vues du public en général sur ces sujets. Ceci est un dilemme commun dans le rapport entre le public et l'expert, et se retrouve non seulement en urbanisme mais aussi dans toute activité qui cherche à influencer les vues du public et les attitudes habituelles.

Le problème consiste à établir une distinction entre les deux questions: "Qu'aimerions-nous réaliser?" et "Comment allons-nous y arriver le mieux?" Comme celle de tous les experts, la fonction professionnelle de l'urbaniste repose dans le domaine de "Comment allons-nous y arriver le mieux?" Mais il est souvent difficile sinon impossible de séparer les deux. De plus, l'urbaniste a probablement des choses qui valent la peine d'être dites au sujet de ce que nous devrions rechercher. Si l'urbaniste est en pratique privée, son problème alors est en quelque sorte modifié étant donné qu'il n'est responsable qu'à lui-même, et en conséquence, il peut préconiser un point de vue particulier avec toute la force et la partialité qu'il peut rassembler. Si cependant, l'urbaniste est un employé public comme dans la plupart des cas, il ne peut pas avec la même liberté, préconiser des mesures ou des idées auxquelles le public ou l'autorité qui l'emploie, ne souscrivent pas. Ceci est vrai et non simplement parce que vraisemblablement il ne restera pas embauché très longtemps dans ces circonstances, mais parce que c'est là un principe fondamental dans notre genre de société, que les objectifs sociaux devraient être déterminés par le public et non par le gouvernement ou ses employés. En pratique, il va sans dire, la distinction ne peut jamais être maintenue. De toute évidence, il doit y avoir des idées et des influences qui s'échangent dans les deux directions. Mais en principe, il est important fondamentalement d'établir une distinction entre le rôle primaire de l'urbaniste c'est-à-dire, le rôle de l'expert-conseil dans la question "Comment pouvons-nous le mieux réaliser notre objectif?" et son rôle secondaire—celui d'un membre informé de la société, préconisant des objectifs sociaux particuliers.

Je ne crois pas personnellement que le travail de l'urbaniste, *en tant qu'urbaniste*, consiste à formuler des objectifs sociaux. Je ne crois pas par exemple, que son travail consiste à dire s'il est préférable que les gens vivent dans des maisons de rangée, dans des appartements ou dans des habitations unifamiliales. Il ne lui incombe pas de dire que la population devrait voyager dans des véhicules de transport en commun plutôt que dans leur voitures particulières; ou que les secteurs du centre sont préférables à la banlieue comme lieu de résidence. En somme, je ne crois pas que ce soit le travail de l'urbaniste de dire au monde comment il doit vivre. Il doit être au courant des diverses possibilités et il doit connaître les implications et les conséquences techniques de tous les choix parce que son travail de base est de donner une opinion au Conseil sur ces sujets. Il peut avoir des vues personnelles bien arrêtées sur tous ces sujets et y tenir avec grande conviction; mais son rôle primaire n'est pas celui de critique social. En fonction d'urbaniste, il ne doit pas confondre ses attitudes personnelles avec des vérités universelles ou objectives, ou supposer qu'elles représentent le point de vue général, ou même qu'elles sont nécessairement préférables à d'autres points de vue; et il ne doit certainement pas fonder ses propositions techniques sur son échelle particulière des valeurs.

Mais malheureusement il n'y a souvent pas d'autres échelles de valeur qui lui sont disponibles comme fondement de ses propositions de planification. Il est souvent *forcé* d'assumer le rôle de critique social et d'être l'avocat de ses propres vues spéciales parce que la communauté n'a pas de vues très précises au sujet de son environnement physique.

Et c'est probablement là le problème central qui obsède la fonction de planification et les rapports entre ses divers éléments intrinsèques.

Tout autour de nous, il y a la preuve partout que le public n'est *pas conscient* que l'environnement physique soit capable de représenter beauté, commodité, bon ordre et économie. Le terrain et l'espace, le paysage et les bâtiments ne sont tout simplement pas conçus en ces termes par le public en général. Mais l'urbaniste *doit* y penser en ces termes, et il doit constituer ses recommandations au sujet de l'environnement physique en ces termes.

Il semble alors que, tant que la communauté ne fournira pas à l'urbaniste une image clairement articulée du genre d'environnement qu'elle désire, l'urbaniste devra continuer à y pourvoir de lui-même. C'est malheureux parce que, pour les raisons que nous avons

mentionnées, le public devrait participer au processus de la planification et devrait avoir une idée claire des objectifs qu'il désire atteindre. Mais, ce *public doit être renseigné et conscient*. A mon opinion, rien ne pourrait être moins vrai que d'assumer que le public peut apporter une contribution valable à la planification de l'environnement physique tout simplement parce que le public a le droit politique de dire ce qu'il désire. Il a ce droit, c'est vrai. Mais il a aussi la responsabilité qui accompagne ce droit—la responsabilité de se renseigner et d'être conscient de ses besoins et de comprendre les implications de son choix.

On ne peut pas s'attendre que tout le monde dans une communauté aura songé soigneusement, et articulera clairement leurs idées au sujet du genre de ville que chacun désire. On ne peut pas s'attendre que chacun soit intéressé à l'environnement physique et à la planification de la communauté, pas plus qu'on ne peut s'attendre que chacun soit intéressé aux clubs sociaux, ou au commerce international ou à la politique ou aux problèmes d'instruction. Le fait est que l'être humain semble avoir une capacité limitée d'intérêts. La plupart d'entre nous ne sont tout simplement pas suffisamment curieux et n'ont pas non plus la capacité intellectuelle suffisante pour s'intéresser à toutes choses ou même à une grande variété de choses, ni suffisamment d'énergie pour pouvoir se dévouer à une variété d'intérêts. Si nous réussissons à maintenir un intérêt actif dans un ou deux domaines en dehors de notre vocation, qui habituellement exige toute la curiosité, l'intelligence et l'énergie que nous pouvons rassembler.

Cependant, il y a toujours des groupes de gens qui *ont* les mêmes intérêts en commun, tels que les clubs sociaux, par exemple, ou les associations de parents-instituteurs, ou des gens qui sont intéressés à la réforme pénale, et ainsi de suite. Ce sont ces groupes de gens qui réussissent à articuler des objectifs et à promulguer une certaine action dans les domaines dans lesquels ils sont intéressés. Et ce sont ces groupes qui deviennent, en fait, les porte-paroles de toute la communauté sur les problèmes qu'ils ont choisis comme leur champ particulier d'intérêt.

Nous pourrions faire beaucoup pour résoudre le problème majeur qui fait l'objet de notre discussion, si les nombreux organismes volontaires qui ont quelque intérêt dans le développement civique pouvaient être conduits au point où ils remplissent le rôle qui consiste à articuler les objectifs de développement physique de la communauté. Les organismes tels que l'Association Canadienne d'Urbanisme, la Chambre de Commerce des jeunes, le Kinsmen, le Rotary, et d'autres qui ont quelque intérêt partiel et spécifique dans la croissance civique, pourraient fort bien être ceux qui doivent entreprendre cette tâche.

Cependant, il faudra un grand effort de la part de ces particuliers et de ces groupes pour que leur perception de l'environnement et leur conscience de son potentiel, soient suffisamment développés pour qu'ils puissent contribuer d'une façon valable à l'urbanisme. Mais je crois qu'il en vaut la peine non seulement parce qu'il est injuste que l'urbaniste doive assumer la responsabilité et le blâme d'avoir conçu la forme d'environnement sans pouvoir profiter de l'image que la communauté se fait d'elle-même, mais aussi parce qu'il est peu probable que nous réalisions un progrès important dans la création d'un environnement "ideal" avant qu'il n'y ait une compréhension générale de ce que l'expression signifie, et un désir général de la réaliser, basé sur cette compréhension.

S'il est important que le public en général développe une compréhension et une conscience de l'environnement physique, il est peut-être plus important encore que les membres du Conseil aient une perception plus élevée des aspects physiques de la communauté. Les affaires du gouvernement local se rapportent pour une large part à l'environnement physique et tant que le pouvoir et la responsabilité politiques des conseillers ne seront pas doublés de la perception et de la compréhension de leur environnement, il est probable que les décisions de politique affectant le développement physique, continueront d'être prises pour à peu près toutes espèces de raisons sauf celles qui se rapportent au bon ordre et à la beauté du voisinage; et l'urbaniste devra poursuivre probablement son rôle ambigu et maladroit de critique social, de faiseur d'images, de conseiller technique et de souffre-douleurs.

Le présent article fut adapté d'une causerie présentée pendant un cours de hors-cadres en urbanisme à l'université de la Saskatchewan.

Aerial view of Winnipeg from the south, showing Assiniboine River in foreground. (Photo by Campbell & Chipman)

PLANNING IN METROPOLITAN WINNIPEG

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Any review of planning in Metropolitan Winnipeg must start with the work of the Metropolitan Planning Commission; from 1946 to 1960 the Commission worked to convince local governments of the need for planning. Events of the last few months have confirmed that the Commission did its work well. Although most of the functions of the newly formed Metropolitan Government in Winnipeg have come under criticism, there has been no suggestion that long-range over all planning for the whole of the metropolitan area is not a proper function of the Metropolitan Government.

The work of the former Metropolitan Planning Commission is too well known to need detailed mention here. However, its dual function serves to illustrate the need for metropolitan government in Greater Winnipeg. The Commission was responsible for acting as planning consultant or adviser to the individual cities and municipalities in Greater Winnipeg, and in this field of municipal planning, the Commission had considerable success.

Its second function was as a "metropolitan" planning agency, and in this field its achievements were limited. It should be emphasized, however, that from 1946 to 1960 there was no lack of metropolitan "planning"—but there was a lack of "implementation" of metropolitan planning. Those of us who are directly involved in planning, either as professionals or non-professionals, sometimes forget that the "plan" is not an end in itself. The plan is useless unless it is adopted and implemented.

The lack of implementation of metropolitan planning during the years from 1946 to 1960 is not surprising, as it depended on voluntary co-operative action by a group of independent units of local government. As the prime responsibility of these governments was for local matters,

these were given priority of time and money. Metropolitan matters were given very secondary consideration. When the metropolitan plans called for the spending of comparatively large amounts of public funds, the local governments were understandably reluctant to commit themselves to such spending for co-operative inter-municipal capital programs such as thoroughfares and bridges, for example.

By the mid-1950's, the inadequacy of the voluntary co-operative inter-municipal approach to metropolitan problems had become obvious. In addition to planning, the need for a metropolitan approach to other local services had been acknowledged by the creation of a number of "ad hoc" boards or commissions, such as the Greater Winnipeg Sanitary and Water Districts, the Greater Winnipeg Transit Commission, and the Greater Winnipeg Civil Defense Board. Like the Metropolitan Planning Commission, each of these boards or commissions functioned well within its own sphere of service, but there was a lack of an over all co-ordinating body which could relate plans for the improvement and expansion of individual metropolitan services to a common policy for the physical expansion of the whole area, and, most important of all, could embody this physical expansion policy into a master plan.

In 1955, the Provincial Government established an investigating commission to inquire into the need for metropolitan government. Under the Chairmanship of Mr. J. L. Brodie, the Commission consisted of the Mayors of Winnipeg, St. Boniface, St. James and West Kildonan. This Commission presented its report to the Provincial Government in 1959. In its report it recommended the establishment of a strong metropolitan government with control over many public services, including education, but with the retention of municipal councils to deal with purely local matters. One of the major recommendations of this report was that the municipalities of Greater Winnipeg should undergo a series of partial amalgamations to form eight major cities of fairly uniform size.

This report was widely discussed and debated, and in the Fall of 1959, the Provincial Government called a meeting to hear the opinions of the individual municipalities in the metropolitan area. At this meeting, it was apparent that there was wide difference of opinion among the individual cities and municipalities.

Following this meeting, the Provincial Government announced that it would proceed with the preparation of a Metropolitan Winnipeg Bill, bearing in mind the comments, criticisms, and suggestions that had been voiced in the meetings that had been called to discuss the Investigating Commission's report.

The Metropolitan Winnipeg Bill was introduced by the Government in the Spring Session of 1960. It incorporated many of the recommendations of the Investigating Commission, but rejected the eight-city idea, and also left education in the hands of local municipalities. The Bill passed through the Manitoba Legislature with almost unanimous consent, and it received the assent of the Lieutenant-Governor on March 26, 1960.

The Metropolitan Winnipeg Act is based on two principles. These were described by The Honorable Duff Roblin, Premier of the Province of Manitoba when he introduced the Bill into the Legislature: "I can say that the principle on which this Bill rests consists of two rather simple thoughts: first of all, that we should develop a central planning authority for this metropolitan area that would be charged with the responsibility of providing a unified development plan for this large urban area; and secondly, that we should also provide for the central control of certain essential services to the public within this same urban area." (Debates and Proceedings of the Legislative Assembly of Manitoba, February 17, 1960.)

The Act gives Metropolitan Winnipeg authority over the following:

1) Assessment, to ensure that property assessment is on a uniform basis regardless of municipality.
2) Water supply, that is, the wholesale supply of water in bulk; the municipalities are still responsible for distribution.
3) Sewage disposal and control of river pollution; the municipalities are still responsible for sewage collection.
4) Public transportation.
5) Major streets, bridges, and subways, including traffic planning and traffic control.
6) Major parks.

7) Floodway control.
8) Civil defense.
9) Mosquito abatement.
10) Planning, including the administration of zoning, building, plumbing, and electrical by-laws.

Metropolitan Winnipeg covers the entire area of ten cities or municipalities, most of six others, and small parts of another three—a total of nineteen government units, with a total area of 256 square miles, and with a population of nearly a half-million people. In addition, Metro Winnipeg's planning jurisdiction extends approximately 5½ miles beyond the boundaries of the metropolitan area proper into what is known as the "additional zone". The total area of planning jurisdiction, that is, the metropolitan area with the additional zone added, is 660 square miles.

Metro Winnipeg operates in a similar way to Metro Toronto, but with some significant differences. Metro Winnipeg exercises no control over education or over municipal borrowing. Metro Toronto employs a federated system of representation; that is to say, Metro Councillors come from, and are representatives of, the local councils. In Winnipeg, on the other hand, Metropolitan Councillors are elected directly by the people from ten electoral divisions. These electoral divisions must have approximately the same number of voters, and must include at least parts of two separate units of local government. The other significant difference is that the Metropolitan Corporation of Greater Winnipeg is the sole and exclusive planning authority.

The Development Plan

Probably the most important section in the part of the Act dealing with planning refers to the preparation of a "development plan". The function of this development or master plan can best be described in the words of the Act: "After the coming into force of this Part, the Metropolitan Council shall, subject as herein provided, as soon as practicable, cause to be prepared, approved, and by by-law established, a plan with the object of promoting the orderly growth and economic development of the metropolitan area and the additional zone in a manner most advantageous to, and that will best promote those amenities that are essential to, or desirable for, the well-being of, the inhabitants thereof; and may alter or enlarge the plan as the Council may deem to be desirable from time to time." (Section 79(1) Metropolitan Winnipeg Act.)

The Plan is to be a statement of over all policy designed to ensure that growth and development will serve the interests of the inhabitants. The Act clearly acknowledges that planning must be related to the promotion of those things that the inhabitants consider desirable—not any small group of the inhabitants who happen to be most vocal—but the *majority* of the inhabitants: that large "un-vocal" majority whose wishes and desires are never contained in petitions and briefs.

As any planner knows, it is difficult to understand and interpret the silence of the majority when any planning issue is being discussed. There is a tendency to assume that the majority does not care, but this is a false assumption. The planner must develop an ability to recognize the way in which the majority of the inhabitants express their desires indirectly through the policies and actions of the many citizen groups and organizations, some of which have no apparent direct connection with planning. The work of the professional planner can receive invaluable assistance where an active local CPAC group undertakes to assist him in his efforts to interpret and understand the citizens' point of view.

As the preparation of the Development Plan was to be our major planning task, the form of this Plan had to be carefully considered. We had to produce a "plan for the Plan". This was incorporated in the first Progress Report on the Development Plan which was released in November, 1961. The diagram contained in this report illustrated first, the traditional planning process from the collection analysis and evaluation of data through the formulation of plans, to the point at which the Metropolitan Council will adopt the plan; and finally, the implementation of the Plan. It was also pointed out that in our case, implementation might take one of four forms:

1. *Direct metropolitan action.* This was intended to describe the group of plans, such as thoroughfare plans where the Corporation would be responsible for the design of the projects, the financing and the constructing of them.

2. *Regulatory metropolitan action* or the implementation of development policies through the administration of building, zoning, and subdivision by-laws.
3. *Liaison with other agencies;* in this case, the Metropolitan Corporation would have no direct influence, but through liaison with other government and private agencies, could attempt to ensure that their policies and the policies of the Corporation were in step.
4. *Study of contributory factors and trends.* This was not implementation in the true sense of the word, but was intended to acknowledge the fact that any plan must take into consideration many factors over which government has no power to regulate or control—population growth and family composition being the classic example of this.

The plan for the Plan also illustrated what has been referred to as "feed-back". Once a plan has been adopted, this decision creates a fact that must then be "fed back" into the data collection and evaluation phase of the planning process, and will consequently influence subsequent plans. Experience gained through implementation also creates a body of fact that must be fed back into the planning process to influence subsequent plans in the same way. This feed-back of experience gained through implementation would enable us to modify and improve our plans.

As the Plan would have to be based on the analysis and evaluation of a wide range of data, it was necessary to organize or group this data in some way. After much discussion, it was decided to talk in terms of three main data groups:

Urban Activity: This data group would tell us about the people themselves, things that they do, the groups to which they belong, the way in which they earn their living. Under this heading we would also investigate the way in which the community governs itself and the limits of responsibility of various levels of government and the very complex inter-government relationships.

Urban Development: Primarily, this would deal with the way in which land is used and the way in which provision must be made for all types of urban activities and for the changes in social and economic activities that would create changes in the demands for land. We would also examine the existing by-laws and regulations designed to regulate and control the use of land through zoning, building, and subdivision regulations. Considerations of urban design and appearance would also be included as part of the urban development classification.

Urban Services: In this context, the word 'services' was given a very wide definition in order to include circulation systems, streets, railways, air lines, and trucking; utilities, including waste disposal, water supply, flood control and power distribution. Within the classification of urban services, some consideration would also be given to communications, that is, the way in which telephones, radio, and television provide a system of communication within the metropolitan area.

The plans that would be formulated based on these three main data groups could not, however, be developed in isolation. The plan for the expansion of a particular urban service, streets for example, must be carefully related to the plan intended to provide for future land use requirements. This, in turn, would, of course, be related to the demand for urban land based on anticipated population expansion and the expansion of the community's economic activities.

The plan for the Plan also illustrated the way in which the Metropolitan Council's decision to adopt any one of the series of plans forming the development plan as a whole could not be regarded as an isolated decision, but that decisions were inter-related in exactly the same way that plans were inter-related.

The planning process and the groupings of data were incorporated in the diagram that was intended to serve both as a working framework to guide the staff in the preparation of the Development Plan and also to illustrate the whole of Metro Winnipeg's planning function and to emphasize that planning was an integral part of the process of local government and could not be regarded as something separate and apart from the other generally accepted government responsibilities.

Planning Progress

The work of the former Metropolitan Planning Commission of Greater Winnipeg provided a sound basis on which to build, and many of the plans and programs that are now being developed are, in fact, extensions of

the work that had been carried on by the Commission's staff for many years. As the majority of the planning staff were former members of the staff of the Metropolitan Planning Commission, continuity was ensured, and valuable experience that had been gained working with municipal planning groups was not lost.

The Metropolitan Winnipeg Act provided that during the interim period while the Development Plan was being prepared, the development controls set up by the cities and municipalities would continue to operate but would be administered by Metro Winnipeg and its staff. This resulted in our "inheriting" a wide variety of building and zoning by-laws. Some standardization of these has been carried out primarily to simplify administrative procedures, and also to give us administrative experience which will provide a valuable basis for the administrative provisions that will be contained in the Development Plan.

It was decided to produce periodic progress reports on the Development Plan in order to keep the municipal councils and the general public informed on our progress and to give them an opportunity to review ideas and policies that were being developed. It is hoped that this practice will ensure that all parts of the Development Plan will have had some preliminary review and discussion when we reach the stage of formal adoption of the Plan itself.

Land use records have been brought up-to-date and new land use records have been prepared where these did not formerly exist. In the Central Business District, where land uses are complex, more detailed records have been prepared in order to indicate, amongst other things, the multiple use of buildings. In some suburban areas, where considerable residential development is anticipated, detailed property ownership maps have been prepared so that an attempt can be made to relate future plans of subdivision to existing property ownerships and thus avoid, as far as possible, the problems of land assembly and exchange.

Existing industrial land use is being reviewed in order to ensure that industrial zoning, which was formerly set up on a municipal basis, is still valid when seen from a metropolitan point of view.

Population data provided by the Dominion Bureau of Statistics Census Reports is being expanded by the use of local data. A system has been developed in co-operation with the Metropolitan Assessment Division by which each assessor, when carrying out his annual enumeration for the purpose of preparing electoral rolls, will also obtain information on family size and age structure. In the same interview, the assessor will also obtain information on place of work and mode of travel. This will provide valuable origin and destination data that will be used in the transportation studies that are being carried out by the Metropolitan Streets and Transit Division in co-operation with the Planning Division. All of this data, indexed by city block, will be recorded on the Assessment Division's IBM records and can then be easily summarized and tabulated.

Residential development densities are also being calculated to serve as a basis for forecasts of future residential densities.

The work that has been completed so far enabled us to produce a series of preliminary plans illustrating the probable demands for urban land by 1966 and 1986. These preliminary plans were incorporated in the Progress Report released in November and have been widely discussed. These discussions, when combined with subsequent staff work, will enable us to prepare more realistic plans for future land use to be incorporated in the Development Plan.

A transportation study group has been established, consisting of staff members of the Planning and Streets and Transit Divisions. The first task of the study group is to develop a preliminary major thoroughfare plan which, it is hoped, will be ready for public review during June of this year. Priority has been given to the major thoroughfare plan because this will serve as the skeleton or framework for the future development of urban land. Once the preliminary major thoroughfare plan has been completed, the transportation study group intends to embark on a more detailed and comprehensive study of the total transportation needs for the metropolitan area. This study, which will include consideration of various forms of rapid transit, will take several years to complete and will probably incorporate methods for the annual collection and review of basic data in order to provide us with a means of keeping our plans up-to-date.

In 1960, the Greater Winnipeg Water and Sanitary Districts, who were responsible for sewage treatment and wholesale water supply prior to the assumption of these responsibilities by the Metropolitan Corporation, had employed consultants to study the future expansion of sewer and water service for the metropolitan area and to prepare recommendations for the consideration of the district Board. These consultants' reports have served both as a basis for the first 5-year program for the expansion of sewer and water services and also as a basis for the Corporation's long-term plans. One particularly interesting aspect of this part of our planning is that the consultants have recommended the use of sewage lagoons on a larger scale than has been attempted heretofore.

Metro Winnipeg's responsibility for parks is limited to parks of more than 15 acres in size that can be said to serve a metropolitan, rather than a local, function. A preliminary report on parks has been prepared and adopted by Council. This preliminary report, which will be incorporated in the Development Plan, envisages our program of expansion of metropolitan parks at the rate of some 200 acres a year for the first 5-year planning period at least. The first 5-year capital program that was adopted by the Metropolitan Council at the beginning of the year incorporates this park acquisition program so that by 1967 approximately 1,000 acres will have been added to our stock of Metropolitan Parks.

As the majority of cities and municipalities in the metropolitan area have organized recreation programs, it was considered that this should remain a local function and that the Metropolitan Corporation should concentrate on providing the larger park areas to provide for picnicking, day camping, and other activities that require comparatively large areas of land in a more or less natural state. The Corporation has also assumed responsibility for two large parks and two public golf courses that were formerly owned and maintained by the City of Winnipeg, but which serve all the metropolitan area.

The detailed plans for the improvement of these areas, that are now being developed by the Parks Division in consultation with the Planning Division, provide for the expansion and improvement of the Zoo in Assiniboine Park; some improvement to public golf courses; and the provision of additional facilities intended to encourage the use of park areas for a longer season during the year.

The two rivers that traverse the metropolitan area represent both an amenity and a potential flood hazard. The study of the riverbanks will shortly be completed and this part of the Development Plan will be designed to protect and improve the rivers as an amenity, also to provide the necessary development controls on low-lying land that is liable to periodic flooding. The Provincial Government is starting on the construction of a floodway designed to carry excess flood water around the metropolitan area. This floodway, coupled with improvement and strengthening of the existing dyking system, will provide a system of flood protection for the whole of the metropolitan area.

A metropolitan urban renewal study will also form part of the Development Plan. This study, financed under the provision of Part V of the National Housing Act, was started at the end of 1961 and is due to be completed in early 1963. In addition to defining areas for renewal, rehabilitation, and conservation in the whole of the metropolitan area, this study is also intended to provide an inventory of the existing stock of housing.

Apart from the major studies described in preceding paragraphs, the day-to-day administrative decisions that are made by the Planning Division staff and the plans of subdivision that are considered by the Planning Committee and Council at their bi-monthly meetings both influence and are influenced by the work on the preparation of the Development Plan. Although the work on the Development Plan is being carried out largely by a separate staff group, they keep in close touch with staff members who are responsible for day-to-day administrative work and the preparation of reports and recommendations on short-term planning proposals. This ensures that both groups understand each others' problems and profit from each others' experience.

Conclusions

An attempt has been made to indicate that the planning work of Metro Winnipeg is a co-operative function involving the whole of the Metropolitan Corporation staff and not just the planning staff alone; and perhaps one of our major planning achievements to date has been the creation of an administrative climate that is conducive

to planning. Planning is impossible if each of the specialists wants to head off in his own direction with no regard for what others are doing—if the sewer engineer plans his trunk sewers with no regard as to where the traffic engineer is planning his major thoroughfares; if the man who is locating the new residential areas isn't in the least concerned where the parks planner is locating new parks. In our case, in a comparatively short time, we have developed a remarkable degree of co-operation between the staff of the Planning Division and the staffs of other divisions of Metro. The planners, therefore, act as co-ordinators. They do not attempt to tell other specialists what to do, but rather attempt to superimpose the plans prepared by the individual specialists and make sure that the edges of these plans match.

The planning concept contained in the Metropolitan Winnipeg Act departs from the North American tradition in one important way: *it does not incorporate direct citizen participation in the formulation of planning policies; it does not provide for a planning board or a planning commission with appointed citizen membership.* However, this does not mean that citizen participation has been ignored or considered unnecessary, but rather it has served to clarify and define the areas of responsibility of the three groups of participants in the planning process.

First, the professional planner. He is employed by the Metropolitan Council to prepare proposals within the legal frame of reference established by the Act. He is professionally interested in the causes and effects related to the use of land—in our case, primarily urban land. His training and experience should equip him to understand why land has been used in a certain way in the past and what is likely to happen when the use of this land changes. His study of causes and effects must not be limited to physical considerations—he must understand the complex inter-connection of physical, economic, and social causes and effects.

Next, the elected members of the Council. The politicians—using this word in its uncorrupted form, meaning a person who practices the art and science of government—make the planning decisions, adopt the policy, and ensure that the administration carries out the policy. The Metropolitan Winnipeg Act clearly establishes planning as a function of government—probably the *basic* function of government—as the majority of decisions that the Council makes, either influence or are influenced by the Development Plan.

The third group of participants in the planning process are, of course, the citizens: people for whom the planning is being done. Apart from indicating approval or disapproval of past performance and future promise at election time, the citizen should co-operate with professional planners and the elected representatives by making his wishes and desires known. However, the majority of citizens are not usually particularly active or vocal about the planning issues that are being discussed by local government unless these issues affect them in a personal, rather than a general way. It is, therefore, an important function of CPAC to act as a channel of communication between the local government on one hand and the citizen on another. It has always been the basic aim of CPAC to increase public awareness and understanding of the need for planning and the adoption of planning programs.

When these divisions of responsibility are clearly established and understood, the local chapter of CPAC is in a strong position because it has not been directly involved in the formulation of planning policy and is, therefore, not committed to it. It is free to comment and criticize, to point out weaknesses and strengths. When informed and objective comment and criticism, based on an understanding of total community needs, is lacking, it is understandable that government tends to attach perhaps undue influence to opinions of the vocal minorities, for their voice is all too frequently the only "vox populi" that government hears.

Those of us who have been involved in the work of the Metropolitan Corporation since its formation in November, 1960, and particularly those of us who were working in the planning field prior to the establishment of the Metropolitan Corporation, are well aware of the opportunity and responsibility that we have been given. The planning provisions contained in the Metropolitan Winnipeg Act are both far-reaching and far-sighted. We hope that we shall be equal to the challenge of the planning opportunity that has been given to us by the Act that established Metro Winnipeg.

THE POTENTIAL OF REGIONAL PLANNING

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Regions and regionalism are dominating elements in the lives of all Canadians. Whether or not there is conscious recognition of this fact, it remains an inescapable feature of everyday life. A large manufacturing company seeks a location for its new multi-million dollar plant; its economists are assigned the involved task of analysing the industrial complex, comparing the advantages of one *region* against those of another. In Edmonton each spring a detailed attack upon the mosquito menace is planned by the parks authorities and entomologists with detailed attention to those local *regional* variations which favour an abundant supply of our "national insect". An engineering firm bidding on a large construction contract takes into careful consideration the *regional* peculiarities of the area in which the project is planned; in the Canadian Northwest these may include such elements as the length and severity of the winter, and the presence or absence of permafrost, just as in Southern Ontario problems associated with rain and heat may need to be taken into account. Large corporations, whether governmental or private, recognize the necessity of *regional* subdivision in their organizations; witness the Canadian Army with its system of Commands and Areas, the various automobile manufacturers and major wholesalers with their supply depots spotted strategically across Canada. The average person frequently remains unaware of such implications of regionalism, however, unless personally involved.

On the other hand, certain aspects of regionalism are much more obvious to the individual since they affect him directly. There is no need to comment to the Toronto commuter on the regional fare structure of public transportation. He is fully conscious of this through his weekly expenditures. Though he probably would be most reluctant to concede any common interests with a Torontonian, the prairie wheat farmer is just as keenly aware of regional transportation rates albeit on a different scale. In addition to concern with the costs of shipping his crop by railroad, he is now just as involved in the impact of private motor vehicle transportation upon public transportation as is the eastern urban worker. The regional variety of landscape across our country is immediately evident to every individual, even if modern transportation has radically shortened the time necessary to move from one place to another.

The boundaries between regions may be marked or unmarked. The most obvious examples of the former are political. An international boundary is no less a regional boundary because it deals with a political region. It may immediately be reflected by a change in language, laws, currency, or culture as well as in political structure generally. The significance of our international boundary with the United States to the south is a familiar but none the less critical theme running through our entire national existence. Periodically it is taken up from the historians, economists, and political scientists, for popular discussion and then returned to its traditional custodians. Equally important is the fact that other types of regional boundaries often tread across those of political regions. Less marked than international boundaries, but none the less evident are those separating one province from another. A motorist in the new political region may be made aware of the fact merely by a change in the highway marking system.

Many regional boundaries are marked by natural features. In western Canada two stand out with particular clarity: the western edge of the Canadian Shield in Manitoba, and the Rocky Mountains. The discerning observer picks out many more, but even the most weary traveller catches a feeling of the great open sweep of the plains as he emerges from the forested country east of Winnipeg, and feels a surge of excitement at the first sight of the dark line of the mountains rising on the western skyline in Alberta. It makes no difference how frequently the route may be traversed, the exhilaration is always there. In Ontario there also are major natural features defining your regional boundaries. I understand that there are even some residents of Hamilton, the "Ambitious City", whose hearts quicken at the sight of their own "mountain", the Niagara Escarpment. If I

regard this with a certain amusement, I am sure that loyal Hamiltonians will make tolerant allowances for an Albertan's perspective, especially that of an ex-Torontonian! Though on somewhat smaller scale than the western mountains, the Escarpment is nonetheless a major element in the definition of regional boundaries in Southern Ontario. Water bodies have played an equally important rôle throughout the province, and the irregular course of the boundary of the Shield has been as significant in Ontario as anywhere else in Canada. Indeed it was in Ontario and in Quebec that man first came to grips in Canada with this ancient land mass which stands as probably our most important regional element in the vastness of our 3.8 million square miles.

We are all therefore aware of regions in differing degree. Whatever may be the criteria, significant variations exist in areal conditions. The list of individual factors involved is legion. Indeed it is no exaggeration to say that no one is completely independent of regionalism in one form or another. Each academic discipline, each business firm, each individual, has an interest in some aspect of regionalism. I should like in passing, however, to draw to your attention the particularly strong interest of the geographer. Concerned as he is, with the areal diversity and similarities of the earth's surface, he makes an unique contribution. Though others set out all the details of their particular specialty in their areal extent, it remains for the geographer to attempt to knit together these varied threads into as complete a picture as possible of the area involved and interpret the resultant pattern. I am the first to concede that he frequently is unsuccessful in his attempt, yet his responsibility in these matters is in no way reduced. Surely there is a great need to explain what it is that gives a region individuality. Just as the specialist contributes much of the facts with which the geographer works, so the specialist (or the specialized geographer for that matter) stands to profit from the geographer's synthesis. Planning to me represents the intelligent application of facts drawn from geographic analysis. I am not suggesting that the geographer's contribution is greater than those of other disciplines. All are equally essential for enlightened planning. I am merely saying that geography should provide a sound, balanced base on which to develop the particular specialized needs of planning. It is no accident that you will find geographers actively involved in planning across Canada, as professional planners and as interested laymen. No group is more sympathetic to the aims of good planning. You will find that each Department of Geography in a Canadian university contains at least one person whose interest in planning has provided the profession with invaluable research material and potential recruits.

"We are at the opening of a new era of social construction and national expansion, and the question is not whether we will grow but how we will grow. The mistakes of the past must be ignored, except as a guide for the future. On some things it is possible, we have spent too much of our wealth as a nation, and on other things we have spent too little. Those things on which we have spent too much are easy to criticize, because we see them and can count the cost; those things on which we have spent too little may have caused greater losses, but they are not so apparent. Economic loss may be greater as a result of leaving some things undone than as a result of doing other things extravagantly. It is not certain that we would have gained by being less spendthrift in some directions, for it does not follow that we would have been more enterprising in others.

"We share the growing consciousness, which is everywhere apparent, that national prosperity depends on the character, stability, freedom and efficiency of the human resources of a nation, rather than on the amount of its exports or imports, or the gold it may have to its credit at a given time. For lack of that consciousness in the past we have placed the sanctity of property on a higher level than human life and civic welfare . . .

"It is true statesmanship to look into the future and plan for the future in the light of experience gained from the past, and there are signs that Canada is not lacking in that statesmanship, and that suggestions which are put forward to improve conditions will not be despised because they involve the exercise of some imagination."[1]

Do these comments sound appropriate and topical for a discussion of regional planning today? I must inform you that they are the words of Thomas Adams, town planning adviser to the Commission of Conservation of

1. Adams, T., Rural Planning and Development. Canada Commission of Conservation. King's Printer, Ottawa. 1917. p.1.

the Government of Canada, and are contained in his report written over 43 years ago. My purpose in including them here is to make a twofold acknowledgement: first, that regional planning is older in Canada than is commonly supposed; second, that there always have been far-sighted individuals whose ideals in planning remain remarkably current even today.

Regional planning in fact, if not in name, has existed as long as this nation itself. Historically it goes back much earlier still, though in rather different form than we presently conceive it. If today we are sometimes alarmed at the rapidity of urban growth and the dominating influence of city life in our regional planning, we should bear in mind that, essentially, it was regional planning which made possible the first cities in the world, about 4000 B.C. Only after sedentary agriculture developed and improved to the degree that surplus food could be put aside could an urban way of life be supported. Its existence at all times was sufficiently precarious that the relationship between man and land, between the urban centre and the rural region which supported it, was most intimate. As the region flourished so did the city. I doubt that anyone had to remind the citizens of the Greek city states of the interdependence of city and region. With few exceptions, maximum city size was directly proportionate to the food-producing capacity of its regional hinterland and when population exceeded that capacity a new colony had to be established. Whether or not it was so labelled, regional planning has a very real element in everyday life. The citizens of that day would find it difficult to understand the situation today which permits apparently limitless urban sprawl. It is only a matter of the last hundred years or so that the city has been freed of its immediate region for its basic food supply. New world-wide sources of food in unheard-of quantities were made possible by technological advances. In this new situation the cities, as it were, issued declarations of independence of the regions in which they were situated and proceeded to replace the previous regional dualism with a self-centred monolatry.

The growth of Canada has taken place entirely in this recent age. The very establishment of the nation was largely effected in spite of strong regional associations as the historians point out. The new state was intended from the first to be dominated by the central authority, and reflected on the national scale the changed attitude to regionalism. Confederation and formation of a single large nation seemed to be the only answer to the threat of piecemeal absorption by the United States at the time. Yet once effected we proceeded to follow our neighbour's lead in many things. Size, for Canada no less than for the United States, became an objective in itself in the North American pursuit of the superlative. Cities regarded it as their inherent right and duty to grow to unlimited size and complexity and "devil take the hindermost". I am not objecting to growth nor to decline, since these are the nature of life itself, but I most certainly do object to the unthinking, selfish pursuit of expansion which leaves the world in a poorer state for those who follow.

Although regionalism and regional planning seemed to be submerged in our earlier history, such really was not the case as we know very well today. The provinces, which were expected to wither away under a strong federal government, have increased in importance to the point where there have been times when we wondered which was the more important authority. Though there are many factors involved, one of the most important must be the vitality of regionalism especially in a country as diverse as our own. The obstreperousness of a minority of provincial representatives at federal policy-making gatherings, or the complexity of our railway freight structure and subventions creates complications in our national life, but they are to be expected. The nation has been able to survive only through recognition that consideration at least must be given to the various regions of which it is composed, or in other words, that there be some measure of planning which might validly be termed as much regional as national.

At the same time that the regions have been increasing in importance on the provincial and national scale, there often has been little planning within the regions themselves. Most of them have become focussed on one or more urban centres, as Canada like other western countries becomes increasingly a nation of city dwellers. It is the rapidity of this latter trend which has focussed attention on regional planning and stressed the urgency of the situation. Whereas only 37.1% of our national

population was urban in 1901, by mid-century it had increased to 63.5%. Between 1951 and 1956 alone the urban population increased to 67.2%, with over a third of Canadians now residents of our 15 metropolitan areas. By 1980 it is forecast by the Gordon Commission that 80% of the national population will be urban.

These statistical facts are well known to all, especially to those responsible for providing urban services. Each new census survey is now awaited with more concern than pride by many. We close our eyes and fearfully peek at the figures, hoping at best that there will not have been too much increase, yet knowing full well that they probably will fully confirm our dread. There can no longer be any so foolish as to pretend this is but a short-term trend. The large urban centre, or more correctly, *the urban region* is here to stay. The only matter to be decided is whether we intend to come to grips with the problem in an intelligent and far-sighted manner, or whether we shall continue to utter platitudes about the importance of regional planning all the while denying our words in our actions, or lack of them.

As members of the Community Planning Association of Canada you already have indicated an awareness of the essential need for planning. Glance through the back issues of the COMMUNITY PLANNING REVIEW, and you will find in almost every number at least one article detailing the problems of metropolitan urban growth and of the need for regional planning. Most of you already are fully aware of the potential of regional planning and I do not propose to re-state here all the arguments in its favour.

I should like to call to your attention one aspect of its potential that to me is implied in the true interpretation of *regional planning*. This is simply that regions are inherently different and planning for one is not necessarily the same as planning for another. At least, it should not be, in my opinion. I previously have referred to the regional diversity of our country. It is true that the regions frequently are on a vast scale as compared, say, with European nations. Yet it is this very diversity which adds interest to the country.

If all of Canada was the same, it would be an uninteresting country indeed. If each province was internally homogenous, it would be a dull province in which to live. Regional variations make for zestful living. It is this characteristic as much as anything else that makes Europe so attractive to North American visitors. Although the period of man's occupancy in this country is much shorter, and though the ethnic and cultural variations are not as diverse at least in distinguishable groupings, we do have a great potential here.

What is our usual Canadian, or for that matter, North American, reaction to this potential? Regretfully I think we must concede that it is to obliterate as much of the regional differences as possible. In their place we substitute a comfortable, drab uniformity which we label "modern living". The era of mass production has made life infinitely easier for the average person; it has given him much more leisure, and it has given him far more material possessions. With all this, it has also imposed a stultifying sameness. From time to time some new goal of achievement appears—a suburban bungalow, a second car, a television set of increasingly large screen size, a power lawn mower, a power boat—and for a time provides an aim in life until its attainment enables us to settle back again into monotony. At one time a ranch bungalow was a distinctly western home, the outgrowth of a regional theme. It now occurs as far east as Newfoundland and is common in all urban centres. On the other hand, I must concede that the central theme of our largest shopping centre in Edmonton is a towering totem pole, which is as alien there as a ranch bungalow in Toronto's suburbia.

I am not condemning the introduction of new ideas. Cultural borrowing and diffusion is as old as man. What I *am* deploring is the reluctance to experiment and try to develop something in harmony with the nature and tradition of the region. Many, including even some planners I fear, reply that such an outlook is too expensive, that if you want comfort with economy you must sacrifice imagination and originality. The result has been a uniformity across the country which masks the potential interest of the regions involved. Monotonous "strawberry box" bungalows litter our urban scene from one end of the country to another, the major difference being that they are brick "strawberry boxes" in the East, and stucco "strawberry boxes" in the West. The fact that they are regularly spaced and properly serviced does not entitle

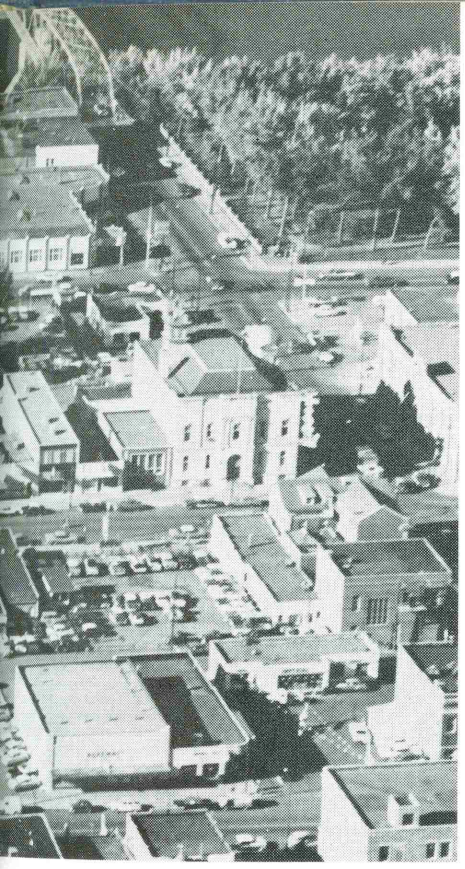
them to be considered good planning in my opinion. In some cases it can be excused on the grounds of ignorance of the full potential of planning. In some cases it must be censured as the neglect of responsibility in favour of quick profits. Most tragic of all are those cases which resulted from sheer laziness to develop something better.

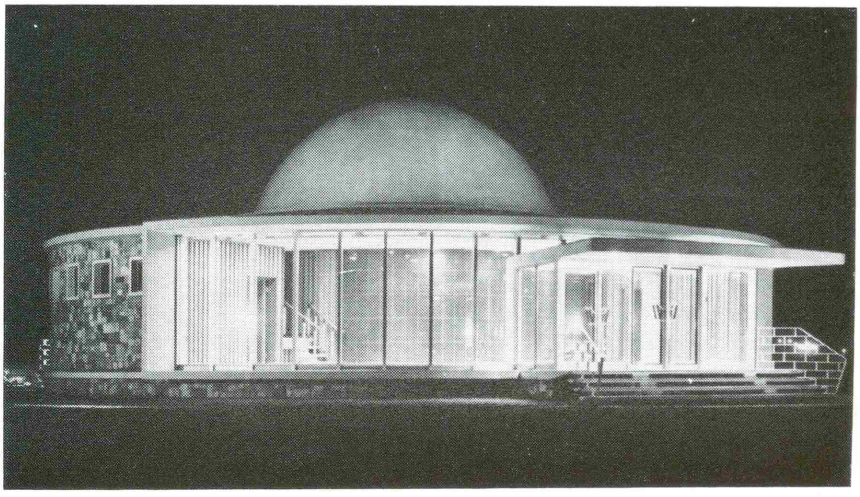
I do not accept the point of view of those who excuse such uniformity as inevitable. It is encouraging to see signs that the public also is becoming aware that living can be interesting and attractive as well as comfortable. The Don Mills development in suburban Toronto has provoked great interest and enthusiasm across Canada. South of Edmonton, a new church has recently been completed on the Hobbema Indian Reservation, incorporating many of the features of the traditional tepee; not only did the building cost much less than a more traditional structure, but it has immediately captured the affection of its members and drawn a steady flow of admiring visitors. These developments, widely separated in location, function, and scope, are indicative of the potential of regional planning. Instead of fighting against regional differences and obliterating them beneath the accepted pattern of modern living, why not utilize them to provide an interesting environment in which to live and travel? When we visit another city or another part of the country we are constantly seeking something new, something which will interest us, not just another repetition of the same street pattern and same sort of buildings as those of our own home region. Regretfully I must concede that such rewarding experiences are not common over much of Canada. The natural environment or setting provides us with the raw materials with which to develop a really interesting region, provided man uses intelligence and originality in his adaptation.

The International Geographical Congress met in Stockholm in 1960, and most of the delegates, like myself, were greatly impressed by the regional planning which we saw there. I do not wish to suggest that the region is perfect from the planning point of view or from any other. We did find, however, a complete willingness to face up to the problems and potential of the region. If the rocky site astride a series of islands and promontories at the outlet of Lake Mälaren presents great problems in transportation and construction, it also offers attractive scenic and recreation possibilities which have been fully utilized in its development. Continued growth of Greater Stockholm, like Metropolitan Toronto, has produced a city now of well over a million in population. Unlike Toronto, however, its growth into the surrounding region at least shows much more planning, as evidenced in such delightful suburbs as Vällingby. In the heart of downtown Stockholm one finds the waterfront regarded as a major recreational asset as well as the basis of the city's economic life, and the presence of industrial docks does not crowd out neatly tended parks alongside. Clusters of private boats are at anchor in trees and grass-fringed inlets just around a point from a busy shipping quay. I confess I found myself thinking of Toronto and the great potential of its waterfront situation and unique harbour. Yet for all the potential, for all the flowery prose of the tourist brochures, for all the hopes of the recreational planners, I think we must admit that the Toronto waterfront is a neglected asset. You slash its face when you need more railroads and roads and fill it in here and dredge it out there when you want more ships to use it, but otherwise seem unconcerned about its condition, except for a small minority. Here is a tremendous natural asset which properly tended could give great pleasure and pride to this region, which could draw visitors from all other parts of Canada, provided its potential is properly utilized. It would cost money, certainly, but this would be repaid many times over in the manner indicated.

Although I have referred to Toronto specifically, each region in Canada has some focus or element, whether natural or man-made, which can give it individuality. Proper planning can enhance and utilize these features to the benefit of the entire region. My plea today is that in our regional planning we should seek to avoid the further extension of what already is too widespread a monotony under the guise of "efficiency", or "economy" or "comfort". Let us not be afraid to develop the unique features in the potential of the regions, so that travel in Canada once more becomes an exciting and exhilerating experience, full of new ideas and broadened horizons.

Adapted from an address to the May 1961 Regional Planning Conference of the Ontario Division CPAC.





SOME VIEWS OF ALBERTA

Top left: Portion of downtown Medicine Hat along the South Saskatchewan River.
(Photo: Medicine Hat News)

Top right: City Park with Courthouse and Federal Building in Red Deer.

Centre: The Queen Elizabeth Planetarium in Edmonton. Delegates' wives at the National Planning Conference will visit here during the Ladies' Program.
(Photo: Marshall)

Bottom: Aerial view of Calgary. Delegates taking the Post-Conference tour will visit this city.
(Photo: Hunting Survey Corporation Limited)

LOUISE

ALBERTA GOVERNMENT PHOTOS

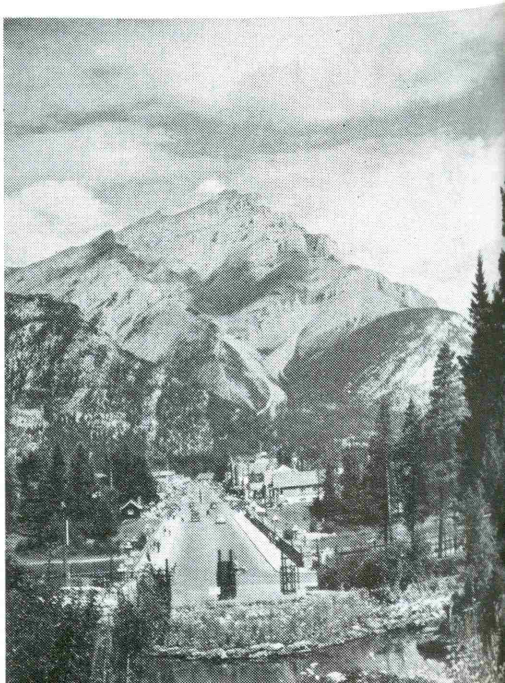
POST-CONFERENCE TOUR

A bus tour of the Rocky Mountains will take place immediately after the Conference. Buses will leave the hotel on the afternoon of September 26th, and delegates will spend two nights and a day at Jasper. They will then proceed, on Friday September 28th, to visit the Columbia Ice Fields, spending the night at Lake Louise. Saturday will be spent touring Banff and vicinity. The tour will leave Banff on Sunday, to arrive in Calgary at 11.30 a.m., and Edmonton at 5.00 p.m. Delegates can depart from the tour at Banff, Calgary or Edmonton, to suit their homeward travelling arrangements.

Each bus carries 41 passengers and, provided that full bus loads can be arranged, the cost will not exceed $40.00 per person. This includes all travel, hotel accommodation and side trips, but meals will be extra.

Complete details are available from the National Office of CPAC, and you are urged to make your reservations now.

BANFF



NOVA SCOTIA DIVISION

Preparations to form a new Branch of CPAC in Dartmouth, reported in the last issue, were completed when the Branch was officially established on April 5. The Chairman is Laurie H. Granfield who, for many years, was chairman of the Dartmouth Planning Board. Vice-Chairman is S. E. Daykin, President of Atlantic Air Surveys, and the Secretary-Treasurer is Gordon Coles, barrister.

The Nova Scotia Division is experiencing an extremely busy year; some of its major activities are listed below:

The Halifax Committee of the Division held a meeting on "The Automobile in Halifax: A Problem in Community Planning," which was addressed by A. R. Howard, Traffic Engineer for the City of Halifax.

Since last October a committee of the Halifax Junior Chamber of Commerce has been working on a housing scheme for "senior citizens". The Nova Scotia Division of CPAC supplied the committee with material on the subject and, on April 25, a Board of Directors for a non-profit organization was announced.

The Divisions' Committee on Planning Education is completing a study on the *Supply and Demand of Planners in the Atlantic Provinces*. Contact has been made with every leading university in North America on the cost of establishing a Planning School, and a simple survey has been conducted on the need for planners in the Atlantic area.

Planning-Mid 1962, a report presented by Professor R. Graham Murray, Q.C., Chairman of the Division, to a Division Council Meeting on April 12, received wide publicity and was circulated to all Nova Scotia members of CPAC, elected representatives and news media. The report was, in essence, a critique of planning as it stands in the area today. It outlined the need to plan comprehensively, rather than treating specific problems in isolation. The need for a Master Plan for the Halifax-Dartmouth area was stressed and an appeal was made for greater co-operation between the three levels of government in matters affecting community planning.

Following presentation of the report, the Division Council passed the following resolution:

"In view of planning vacancies in the Provincial Department of Municipal Affairs, County of Halifax, and the shortage of Planners elsewhere in Nova Scotia: and further in view of the central importance of planning in Municipal and Provincial Governments today for reasons of efficiency and economy". "BE IT RESOLVED THAT the Nova Scotia Division of the Community Planning Association of Canada strongly urges upon public authorities the need for well qualified professional planners to fill these posts and to have sufficient numbers of planners to carry on planning functions properly which include current and long-range planning in our communities."

SYMPOSIUM ON UNDERGROUND WIRING

The crux of the whole question of underground wiring is that of cost, and the determination as to how this cost will be distributed. Better communication is needed between all interested groups, coupled with more research into ways of reducing the differential between the costs of overhead and underground systems. These were the chief points emerging from a one-day symposium on "The Aesthetics of Electrical Distribution" held on May 2nd in Ottawa, under the sponsorship of the Canadian Electrical Association. Various organizations, including CPAC, were invited to attend, and a brief summary of some of the papers presented appears below.

G. A. Piper, Senior Design Engineer of Ontario Hydro, and Chairman of the Residential Underground Subsection of the CEA outlined some of the factors responsible for the higher costs of underground installation. Because underground systems are less accessible, there is a need for duplication to ensure continuity of service; there is also a tendency to over-install and to over-insulate primary cables to take care of possible future needs or higher voltages (e.g. possible future growth of electrical house heating systems). The utilities and the manufacturers are devising new methods, materials and equipment to reduce the cost differential. Further savings could be effected through the joint use of trenches and duct systems by all the utilities concerned. The closest possible co-operation is essential between municipal authorities, developers, other utilities, customers, builders and contractors.

A. Benjamin, Distribution Engineer with Hydro-Quebec and Chairman, Transmission and Distribution, Underground Section, Eastern Zone of the CEA, dealt with underground systems in commercial and industrial downtown areas. He listed some important advantages to underground systems: simplification of the work of fire departments and its effect on insurance rates; better street lighting on both sides of the street; immunity from bad weather; elimination of accidents from fallen wires; easier snow removal; improved appearance. However, disadvantages include: higher costs; interruptions of service tend to last longer; risk of damage from digging for other structures or installations; possible heavy costs to proprietors in changing internal wiring to accommodate underground service. Mr. Benjamin noted that Montreal began converting from overhead to underground back in 1911 when the Electrical Commission was established. Hydro-Quebec now has more than 9.5 million feet of underground cable in service, with more than 1.6 million feet of power cable installed in 1961 alone. Until costs can be substantially reduced

conversion will have to proceed gradually, choosing areas where overhead equipment is due for replacement due to obsolescence, where street widening or other improvements are planned, and where new substations are built and underground systems are essential for the many feeders.

J. A. Williamson, Manager of Niagara Falls Hydro, presented a detailed examination of the cost factors involved, showing how they vary widely from one location to another. He pointed out that, if architects and builders provided "gold medallion standard" homes completely equipped with electrical appliances and heating systems, the utilities would likely install an underground system as it is the most economical way to serve such a subdivision.

H. Hyde, General Manager and Chief Engineer of Toronto Hydro gave examples of the costs of conversion in central Toronto. On a main traffic artery, placing installations, previously supplied from overhead lines on cedar poles, completely underground costs $25 to $100 per lineal foot. Such expenditures produce no additional revenue and therefore have an adverse effect on rates. From 1951-61, $20 million has been spent on underground installation in Toronto, and some 60% of Toronto's distribution system is now underground. Mr. Hyde stressed that problems vary greatly from place to place and, rather than discussing underground wiring in general terms, the municipalities and civic groups should meet with their local utility manager and discuss their own specific conditions.

L. G. Buck, General Staff Engineer of the Bell Telephone Co. of Canada, presented a paper on behalf of the Telephone Association of Canada which contained the following conclusions and recommendations: Experience with buried telephone plant has been good and maintenance costs are considerably lower; cooperation between municipal authorities, housing developers and public utilities should be improved in order to simplify initial planning, resulting in a more economical and better-timed job; municipalities should pass by-laws requiring rear-lot construction for utility distribution plant in new subdivisions, and it should be a legal requirement that subdividers provide a ten-foot, debris-free, graded easement for the use of utilities.

J. Strutt, representing the Royal Architectural Institute of Canada, reviewed the findings of an RAIC questionnaire sent to the mayors of 112 municipalities across Canada. Most major cities surveyed possess figures proving a cost ratio of 10 to 1 in favour of overhead wiring. The tremendous increase in power load is forcing municipalities to carefully review the advantages of an underground system, and there is an awakening interest in studying long-term conversion programmes. Canada's Centenary presents an opportunity for us to look objectively at our environment and to undertake corrective measures, including conversion to underground wiring. Mr. Strutt expressed the hope that the day would not be too far distant when the federal government would consent to establish an underground wiring fund to provide assistance, as is now done for sewage systems, for municipalities to analyze their problems and seek bold solutions.

G. Nordmann of CMHC presented a paper on behalf of the Town Planning Institute of Canada. He said that the ultimate objective should be complete removal of all overhead wiring in urban areas. This would require research to reduce costs, programmes developed jointly by the municipalities and the utilities, redevelopment of worn-out central areas with underground wiring installed at the same time, and a minimum requirement that in new areas the distribution systems be placed on rear lot lines.

Henri F. Béique, President and General Manager of Quebec Power, and President of the CEA, addressed the luncheon and said, "I believe that only when the public is educated to aesthetic values can we succeed in beautifying our cities because, in the final analysis, this costs money — a great deal of money, and it is only when the public is willing to foot the bill that progress towards this common goal of ours can be accelerated."

Ed. The full papers given at this Symposium and other CEA material on the same subject are available on loan from the CPAC library at National Office.

SASKATCHEWAN A.G.M.

The Annual Meeting of the Saskatchewan Division of CPAC was held in Regina on April 30th. Mrs. J. R. Hoag, Vice-Chairman, presented the annual report which contained the following highlights:

Last autumn the Division actively supported a Symposium of Architecture initiated by the Saskatchewan Arts Board. This Symposium appraised architecture in the Province, examined its social and economic aspects and discussed methods of raising the standards of architecture in Saskatchewan. It attracted a capacity registration in Regina and was considered to be a most successful event.

A Planning Bibliography for Saskatchewan was prepared and distributed by the Division. This exceptionally worthwhile undertaking was one of the major projects of the Division. In addition, an effort has been made to assemble copies of the material listed therein in the Provincial Library so that interested government bodies and citizen groups may borrow it at no charge.

An extension course on planning was offered by the University of Saskatchewan and was co-sponsored and subsidized by the Division. A report on the content of the course appeared on pages 25-6 of the last issue of this magazine.

The Regina Branch conducted a survey of other organizations to assemble suggestions for a centennial project for that city. As a result, a decision has been made to adopt a Civic Auditorium as the centennial project.

Other events on the programme of the annual meeting included a panel discussion on "Problems of Implementing Good Planning" and a dinner address by Hazen Sise of Montreal on "Celebrating the Centenary: A Problem of Planning".

QUEBEC CONFERENCE

The annual conference of the Quebec Division of CPAC was held in Arvida from June 7-9. An extremely interesting advance programme was distributed which contained the following events:

Jean-Louis Doucet, Q.C., Deputy Minister of Municipal Affairs: *Formation and Powers of Town Planning Commissions.*

Hans Blumenfeld, Planning Consultant: *Conservation of Natural Sites.*

J. R. French, General Manager of the City of Verdun: *Community Planning and Municipal Finance.*

Gaetan Côté, Consulting Engineer and Land Surveyor: *Procedure for Approval of Land Subdivision.*

Pierre Roger, Barrister and Vice-President of the "Régie Provinciale des Transports": *Regulating Public Transport and Urban Expansion.*

Jacques Tessier, delegate of the "Ministère de l'Industrie et du Commerce": *Industry and Regional Planning.*

Pierre Duchastel, Chief Engineer, Quebec Power Co.: *Aesthetics in the Distribution of Electricity.*

Unfortunately, the meeting took place after this issue went to press, but we hope to obtain the texts of some of these addresses for publication in future issues.

ALBERTA NEWS

The Edmonton Branch has had a very busy Spring. A series of public meetings have been sponsored by the Branch and the attendance has been most gratifying.

One such meeting featured a panel under the Chairmanship of Mr. John Peets which discussed the topic "The Quality of Edmonton's Residential Development". Panelists were Mr. Lou Howard, representing the mortgage companies, Mr. W. Hardcastle, Chief Planner of the City of Edmonton, Mr. J. D. Ritchie, representing the developers and Mr. D. Makale, representing the planners in private practice. A lively and intelligent discussion took place and those present learned a great deal about the complex procedure involved in changing raw land into a completely developed neighbourhood unit.

Another public meeting was held to discuss the City's new Zoning By-law extension. Previously the By-law covered only about 25% of the City's area whereas, as a result of the extension By-law, some 85% has now a definitive By-law in effect. City Planning Commissioner G. Hamilton, S. C. Rodgers of the City Planning Department and P. Smith, Associate Professor of Geography at the University of Alberta, acted on the panel and answered the many questions put to them.

Webb & Knapp Canada Ltd. have come forward with a redevelopment proposal for downtown Edmonton. In order to aid in obtaining better public understanding of the scheme, the Edmonton Branch recently held a meeting which the public was invited to attend in the Club Room of the Northern Alberta Jubilee Auditorium. Attendance was far above expectations with the result that there was standing room only by the time the meeting got underway.

Mr. S. C. Rodgers, Senior Planner with the City, showed a series of slides covering the proposals and spoke on the effects the scheme would have on the downtown area. Mr. F. Marlyn, Director of the Edmonton District Planning Commission, spoke on the relationship between the scheme and the three year traffic survey currently underway for Edmonton and its environs. Mr. D. Makale summarized the proposals and directed questions from the floor to the other panelists.

People present learned a great deal about the renewal scheme and this meeting demonstrated the value of the Community Planning Association of Canada in its capacity of developing public awareness in matters of concern to all.

James B. Gee

ONTARIO WELFARE COUNCIL

Town planner and architect, Anthony Adamson of Port Credit, was elected president of the Ontario Welfare Council by the Board of Directors, on May 16 during the 1962 annual meeting and conference at Hart House. He succeeds E. I. Birnbaum of Guelph, who held the office for three years.

Since 1959, Mr. Adamson has been vice-chairman of the National Capital Commission which is re-designing the federal district in Ottawa. He is an associate professor of town planning at the University of Toronto School of Architecture. Professor Adamson was the keynote speaker at the 1961 National Planning Conference of CPAC.

PUBLIC HOUSING STUDY

The Ontario Association of Housing Authorities recently announced the appointment of Professor James A. Murray, FRAIC, of the University of Toronto as Study Director of their national study on public housing and urban renewal.

As a result of representations made by the Ontario Association of Housing Authorities, the Hon. David Walker, Federal Minister of Public Works, and the Hon. Robert Macaulay, Ontario Minister of Economics and Development, jointly approved a grant of $75,000 for the purpose of carrying out this important national assignment. The Federal Government will contribute $56,250 and the Province of Ontario will contribute $18,750. It is a recognition on the part of both governments that we are living in a complex urban society and that solutions must be sought *now* as to the housing needs in our Canadian communities.

The study is very broad in scope and national in character. Canadian universities, private organizations and government bodies have offered their resources and assistance to the study; this is truly a combined Canadian exercise in seeking solutions to problems facing 20th century Canadian communities.

The study will embrace social, economic, administrative and architectural aspects of urban renewal, redevelopment and public housing in Canada. It is one of the most important enquiries ever undertaken in Canada. Professor Murray, because of his wide experience as urban planner, architect and editor, is admirably suited to this appointment.

He is undertaking this work at considerable personal sacrifice in the interest of the importance of this national effort as it will mean an interim curtailment of his public and private responsibilities. Specifically, the Study will examine the following:

1. The place of low-rent, moderate-rent and elderly persons housing in grammes, as well as priorities for the national and provincial housing pro-expenditure of public monies for such programmes.
2. The place of public housing in municipal capital programmes.
3. The place of public housing in urban redevelopment programmes; the role of conservation, rehabilitation and acquisition of existing properties for public housing purposes in implementing such programmes.
4. The role of private enterprise in urban renewal and public housing programmes.
5. The place of land assembly schemes, under Section 36 of the National Housing Act, in producing low-rent and moderate-rent housing.
6. The machinery for producing low-rent, moderate-rent and elderly persons housing; the local organization required and the respective roles of Federal, Provincial and Municipal Governments.
7. The role of social agencies in public housing and the need to examine the basic question of how much the limited financial resources of the public housing programme should be used for social services and how the existing social resources in the municipality should be used.
8. The need to establish a programme of authorizing Federal and Provincial Funds for a total community renewal programme rather than the project-by-project approach.
9. The need to study tax incentives in improving properties and tax changes which might be directed towards penalizing property neglect.

book reviews

THE POLITICS OF URBAN RENEWAL

By Peter H. Rossi and Robert A. Dentler. Published by the Free Press of Glencoe Inc., New York — $6.00

Most of the urban renewal action so far undertaken in Canada has centred upon the total redevelopment of areas of manifest blight. In the last three or four years there has been increasing interest in the possibility of applying a variety of renewal techniques to wide areas of cities which are now in poor condition and which will deteriorate unless early action is taken. This kind of renewal, involving the total redevelopment of limited pockets of severe blight; the systematic rehabilitation of buildings throughout the area; the renovation and expansion of community facilities and the conservation of good property through some form of maintenance and occupancy by-law, seems particularly appropriate in the circumstances which exist in Montreal, Toronto, Ottawa, Quebec and Hamilton, to name only the more obvious areas of application.

Perhaps the classic example of this broad approach to urban renewal may be seen in the Hyde Park - Kenwood area of South Chicago. Many of the conditions for success postulated by the advocates of area renewal are found there. Much of the housing stock is physically and economically capable of rehabilitation. There are alert, interested—and integrated—residents. There exists a great institution, the University of Chicago, concerned about the condition of its environment and, perhaps, about the scarcity of expansion space. The area is near the Loop and is well located in relation to the City centre.

The Hyde Park-Kenwood project is now well advanced. During the formative period of project planning, there developed a first class citizens' organization, the Hyde Park-Kenwood Community Conference, which helped to stabilize the area during the years of discussion, assisted in the formulation of a sound plan and acted as a source of reliable information. There also emerged strong and intelligent opposition from a Tenants' and Home-owners' Association, and to some aspects of the plans, from the Cardinal's Committee on Conservation which was an agency of the Archdiocese of Chicago.

"The Politics of Urban Renewal" is concerned about the organizations and institutions which existed in the area, or which were formed during project planning. The authors—one a Professor of Sociology at the University of Chicago and the other Assistant Professor of Sociology at Dartmouth College—have dug well below the surface and have set out the methods by which the organizations operated, the ways in which pressures were exerted and the influences which were brought to bear on the planning process. They have shown where the influence of the organizations may be recognized in the final program and whether that influence was instrumental in bringing about a better plan. The authors were not only concerned with success, but have also analysed the motivation and tactics of the opposition and have indicated causes of their fundamental failure to bring about either the abandonment of the project or major modifications to it.

This book is of immediate and, I would think, increasing interest to land-use planners and city administrators who may have to bear responsibility in formulating similar projects; to sociologists, for this book goes much deeper into the sociological aspects of renewal than much recent writing, and to readers in citizens' action groups of all kinds. Finally, the book will interest many who have read the strictures of Jane Jacobs on the approach to urban renewal in the United States. The Hyde Park-Kenwood project is surely a long way from the blind bulldozer approach which Miss Jacobs so roundly condemns.

Stanley H. Pickett

AMERICAN CITIES IN PERSPECTIVE with special reference to the development of their fringe areas.
By Gerardus Antonius Wissink. Published by Van Gorcum & Co., N.V., Assen, Netherlands, 1962.

For North Americans this book should be very attractive and interesting, not just because it deals with planning in the U.S. but also because the book is a doctor's thesis, written by a Dutch senior planner for the University of Utrecht, Netherlands. Mr. Wissink is head of the research department of the National Netherlands Planning Office in The Hague. For this research Mr. Wissink was financially supported by "Zuiver Wetenschappelijk Onderzoek", an institution, which supports scientific research.

In his book a description is given of the former and present pattern of land use, and development processes; an investigation is made into the meaning and background of patterns and processes in order to gain insight into the internal structure and the internal and external functions of the cities, with special attention paid to their fringe areas.

Mr. Wissink says that every city has its own individuality but he is going to try to uncover the common characteristics and development of cities and their fringes in the U.S.A. Every country has its own character in city building because, within the boundaries of national entities, a national cultural system is nowadays strongly gaining importance, getting dominance over regional cultural systems. People of the locality or region derive a large part of their space-related attitudes, objectives, technical abilities and institutions from the national system. Every unique realization at the same time can, to a certain extent, be traced back to individuality on the national level.

The author tries to look at American cities in perspective by looking at their historical development, and then comparing them with cities and city development in other parts of the world. The study is based on field work in six American cities: Madison, Wis., Chicago, Ill., Atlanta, Ga., Philadelphia, Pa., Los Angeles and San Francisco, Calif., carried out from Sept. 1955-May 1956. Additional investigations were done in Paris, London and a few Dutch cities.

The first chapters deal with fundamental questions on city structure and city growth. The writer presents a preliminary demonstration of the strong relationship existing between the cultural system of a nation and the configuration of its cities.

The second part deals with the significance, history, pattern and functions of the fringe, considered in the context of the agglomeration as a whole. The writer says that the fringe is part of a larger entity within which it performs certain and specific functions. It is part of a structural entity, with a special pattern and with certain structure-forming factors behind it. He states that large and growing parts of the population are finding a residence outside the central cities and that this often involves living in a different environment. Attention is given to the type of people who live there and to the distribution of the economic functions and of employment centres in order to have a background against which to consider the residential function.

In part three the author tries to determine the factors which are responsible for the actual shaping of the fringes. He is interested in the influential factors of city configuration and city change which work more generally in the American context.

A study of present-day cities within one and the same advanced country would seem to be highly relevant, not only for an understanding of the physical patterns and the functional structure of the individual cities involved, but also for an understanding of character and significance of the city-building factors at work. Mr. Wissink's book is an attempt to this.

In this way Mr. Wissink has drawn our attention to the newer parts of the large cities which create more and more problems simply because the population is increasing. We have tried to give an impression of the contents of this work. It is to be hoped that many Americans and Canadians are going to read this book.

Jacob E. Reinders
Den Haag-Sch., Netherlands

planning vacancies

ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

Two Planners II—Special Studies Section
Honours graduation in economics or geography; or degree in engineering, architecture or planning; or Assoc. Membership Town Planning Institute of Canada. Five years responsible experience in community planning with particular reference to regional studies and report preparation.

One Planner II—Zoning Section
Honours graduation in economics or geography; or degree in law, engineering, architecture or planning; or Assoc. Membership Town Planning Institute of Canada. Five years responsible experience in community planning with particular reference to zoning research, preparation of by-laws and administration. Experience with Ontario municipalities preferable.

One Planner II—Subdivision Section
Degree in architecture, engineering or planning; or Assoc. Membership Town Planning Institute of Canada. Five years responsible experience in community planning with particular reference to subdivision design, field investigation and administration. Ontario experience preferred.

Salary Scale: Planners II—$6,300-$7,500.

Two Planners I—Special Studies Section

Honours graduation in economics or geography; or degree in engineering, architecture or planning; or Assoc. Membership TPIC. At least 2 years experience in community planning with particular emphasis on regional studies, analysis and report preparation.

One Planner I—Subdivision Section

Degree in engineering, architecture or planning; or Assoc. Membership TPIC. At least 2 years experience in community planning with particular emphasis on subdivision design, field investigation and administration.

Salary Scale: Planners I—$5,250-$6,300.

Applications should be supported by full statement of academic training, professional affiliations, reference to published material and references. Applications must be made in writing by July 15th, 1962 to Mr. A. T. Sutherland, Executive Officer, Department of Municipal Affairs, 801 Bay Street, Toronto 5, Ontario.

DEPARTMENT OF MUNICIPAL AFFAIRS, PROVINCE OF NOVA SCOTIA

Director of Community Planning

Duties: To promote Community Planning Programs and to provide a consultation service to Municipalities on matters pertaining thereto.

Requirements: Degree in Civil Engineering with Special Courses in Community Planning or equivalent academic qualifications, plus three years experience in Community Planning.

Salary: $6,480-$8,550 per annum, commensurate with qualifications and experience. Full Civil Service benefits.

Application forms may be obtained from the Nova Scotia Civil Service Commission, P.O. Box 943, Provincial Administration Building, Hollis St., Halifax, Nova Scotia.

CITY OF TORONTO PLANNING BOARD

Staff Consultant—$8,000-$10,000

Post-graduate degree in planning and at least 7 years of varied and responsible experience. To prepare, free of administrative responsibilities, reports on various important City-wide policy matters, to consult with Divisional Directors on approaches to studies to be undertaken by them, and to generally direct some studies contracted to outside agencies by the Planning Board.

Director, Long Range Division—$8,000-$10,000

Post-graduate degree in planning, with preference to those with social science background. At least 5 years of responsible experience in research and general or master plan development. To direct a division consisting of 6 professional planners and 8 others in a continuing and varied programme of long term research and plan development, including the writing of major reports.

Planner 1 (2 Positions)—$6,576-$7,620

Degree or equivalent qualification in planning; background in architecture, engineering, real estate valuation, or social sciences, with several years experience in planning office. Positions are in Projects Division (redevelopment and rehabilitation studies, Downtown proposals, and other work emphasizing design) and in Long Range Division (long-term research, plan development, community and city-wide plan proposals).

Planner II—$5,468-$6,380

Recent graduate in City planning, or equivalent qualification, for position in Long Range Division.

Please apply to: Mr. M. B. M. Lawson, Commissioner of Planning, City of Toronto Planning Board, 129 Adelaide Street West, Toronto 1, Ontario.

CITY OF KINGSTON, ONTARIO

Deputy Planning Officer

Honours graduation in economics or geography; or degree in engineering, architecture or planning; Associate Membership T.P.I.C. At least 3 years experience in community planning, zoning studies, analysis and report preparation.

Salary Range: $4,863-$6,268 per annum. Starting rate dependent on experience and qualifications.

Apply in writing with complete details to: Mr. G. G. Muirhead, Planning Officer, City Hall, Kingston, Ont.

URBAN RENEWAL COMMISSION, SAINT JOHN, N.B.

Research Assistant

Qualified town planner or urban geographer, sociologist, estate manager, etc.

Under limited direction to carry out comprehensive urban renewal and related studies and analyses. $500.00 per month.

Apply: Urban Renewal Commission, City Hall, Saint John, N.B.

POSITION WANTED

Planner with honours degree in town and country planning from Durham University (1962) seeks position in Canada. Six months planning office experience in survey, town map and village redevelopment work. Married, one child. P. C. Hennell, Flat 4, Oliver Court, 1470 Walker Road, Newcastle-on-Tyne 5, England.

LAKEHEAD URBAN RENEWAL STUDY

Two Research Planners

Master degree in planning or equivalent. Salary $566.66 per month for 15 months. The Research Planners will receive recognition in the Report. The Cities of Fort William and Port Arthur and the Municipalities of Neebing, Paipoonge and Shuniah will undertake a study relating to the conditions of their respective urban areas and the need for additional housing or urban redevelopment, to determine: 1) The area or areas which should be redeveloped and the type and order of redevelopment which should be taken; 2) the extent to which rehabilitation of existing housing is necessary, the method of effecting such rehabilitation and of preventing further deterioration of the quality of housing; 3) the extent and type of new housing required to relieve overcrowding and to rehouse families who may be displaced by an urban renewal programme.

The Lakehead Planning Board will act as agent to the Municipalities for the purpose of carrying out this study. Details of these positions are available from the Executive and Professional Division of your nearest National Employment Service. Quote Order No. 605/48.

Applicants should write to: Harry Parsons, Director, The Lakehead Planning Board, Box 234, Fort William, Ontario.

EDMONTON, ALBERTA

Planning Associate—$6,240-$7,860

Degree in Planning, with engineering background. Preferably with planning experience. To advise local committees and councils on planning matters and to participate in studies and preparation of the regional plan.

Apply: Mr. F. Marlyn, Executive Director, Edmonton District Planning Commission, 10046-106th Street, Edmonton, Alta.

OLDMAN RIVER DISTRICT PLANNING COMMISSION, LETHBRIDGE, ALTA.

Region Associate Planner

Applications are invited from qualified planners for employment by one of Alberta's progressive city and regional planning commissions. Duties will include the supervision of all planning activity in the eastern region of the Commission. Salary range between $5,400 and $7,400 according to Qualifications and experience.

Apply, giving full particulars and the names of three referees to: S. J. Clarke, Director, The Oldman River District Planning Commission, 909-4th Avenue South, Lethbridge, Alberta.

Nous avons rendez-vous:

Du 23 au 26 Septembre

LA CONFÉRENCE NATIONALE D'URBANISME

à l'hôtel Macdonald, Edmonton, Alberta

Vous pouvez réserver vos chambres à l'hôtel même où se tiendra la conférence, et vous nous aideriez en les retenant dès maintenant par l'entremise du bureau national de l'ACU. Formules d'inscription, programmes et détails de la visite des montagnes Rocheuses qui suivra la conférence, vous seront envoyés sur demande. Ecrivez au bureau national de l'ACU, 425, rue Gloucester, Ottawa 4.

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